

**IN THE UNITED STATES DISTRICT COURT
FOR THE DISTRICT OF MARYLAND**

**UNITED STATES
OF AMERICA,**

Plaintiff,

v.

**BALTIMORE POLICE
DEPARTMENT, et al.,**

Defendants.

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CIVIL NO. JKB-17-0099

**NOTICE OF APPROVAL OF STAFFING STUDY
UNDER PARAGRAPH 428 OF THE CONSENT DECREE**

As required by the First-Year Monitoring Plan, *see* ECF No. 91-1, Row 255, as modified by several subsequent orders of the Court, *see* ECF No. 112, 124 & 125, the Baltimore Police Department Monitoring Team (“Monitoring Team”) hereby notifies the Court that it approves the Staffing Study prepared by the Baltimore Police Department (“BPD”) under Paragraph 428 of the Consent Decree. *See* ECF No. 2-2 (as modified by ECF No. 39), ¶ 428. The Staffing Study is attached as **Exhibit 1**.

The purpose of the Staffing Study is to “assess the appropriate number of sworn and civilian personnel to perform the functions necessary for BPD to fulfill its mission, enable supervision, and satisfy the requirements of the [Consent Decree].” *Id.* The Staffing Study is intended to inform the Staffing Plan, which should be finalized by the end of the second quarter of 2019, within the first half of the second Monitoring Year. Required by Paragraphs 429-430 of the Consent Decree, the Staffing Plan will establish a firm schedule, given the City’s and BPD’s resources, for deploying (1) a sufficient number of personnel to ensure effective community and problem-oriented policing, (2) a sufficient number of well-trained staff and resources to conduct

timely misconduct investigations, (3) a sufficient number of officers in patrol in each district (without needing to resort to drafting except in unforeseen circumstances), (4) sufficient personnel to ensure Unity of Command to the extent feasible, and (5) a sufficient number of supervisors. *Id.* at ¶¶ 429-430.

Although the Monitoring Team approves the Staffing Study, it has several concerns. The Department of Justice (“DOJ”) has indicated that it shares these concerns, though it, too, approves the study. The Monitoring Team expects these concerns to be resolved in the Staffing Plan.

The Monitoring Team’s concerns are as follows:

Tailoring Patrol Division Staffing to BPD’s Unique Needs

Together with consultants from the Police Foundation, BPD performed a data-driven workload analysis to estimate the number of patrol officers needed in each district to answer calls-for-service and to have at least forty percent of each officer’s time available to engage in community policing and other proactive policing activities. The Staffing Study’s analysis appears to be an accurate best estimate given the quality of the available data and the assumptions made by the consultants. It should be noted, however, that the forty percent assumption is a rather generalized benchmark based on a 2014 recommendation from the International City and County Management Association. In BPD’s case, the amount of officer time needed for community policing will be influenced, if not determined, by the not-yet-completed Community Policing Plan required under Paragraph 19 of the Consent Decree. Moreover, the amount of consecutive time an officer has available may vary greatly, which can limit the type of community policing activity the officer can engage in. BPD will need to determine how much time officers will need to engage in the type of community policing BPD envisions, and then ensure that the Patrol Division is adequately staffed to accomplish that objective.

Deficiencies in Analysis of Supervisory Staffing Levels and Unity of Command

The Monitoring Team is concerned that the Staffing Study does not adequately address either the number of supervisors BPD needs or Unity of Command (defined in the Consent Decree as “the principle that all officers are assigned to a consistent, clearly identified first-line supervisor and that first-line supervisors are assigned to work the same days and hours as the officers they are assigned to supervise.” ECF No. 2-2 (as modified by ECF No. 39), ¶ 511qqqq.). These are two issues that the Consent Decree requires the Staffing Plan to address. *Id.* ¶ 429.

The Staffing Study states that BPD should ensure a span of control of between six to eight officers per supervisor. But the study does not break down the analysis for Patrol versus other functions, and does not indicate whether some districts should have a larger or smaller span of control as BPD builds capacity. Moreover, the currently budgeted span of control is supposedly already within the recommended span of control (*see* Ex. 1 at 55, showing 349 budgeted sergeant positions and 2342 budgeted officer positions, or 6.7 officers per sergeant), yet that does not reflect current reality: the Monitoring Team has learned both in officer focus groups and in a recent meeting with the parties and the Court that the Patrol Division is presently experiencing a severe shortage of sergeants. The result of the shortage is that there is sometimes only one permanent rank sergeant on duty in a district, that certain officers routinely serve as acting sergeants, and that officers typically see their assigned sergeant only two days per month. To meet the Consent Decree’s requirements for a sufficient number of supervisors and Unity of Command, BPD must address this shortage promptly. And because doing so will necessarily reduce the number of patrol officers, the Staffing Plan must account not only for the shortage of supervisors, but for the impact of filling supervisory positions on the Patrol Division.

Deficiencies in Analysis of Staffing Levels for Specialized Units

There is no national standard for estimating staffing requirements for specialized units like the Office of Professional Responsibility (“OPR”) and the Training Academy. Therefore, the Staffing Study could not look to national standards for determining appropriate staffing requirements for its specialized units. It had to examine its own internal needs instead. In several places, the Staffing Study falls short. The Staffing Plan will need to fill the gaps.

In the Staffing Study’s analysis of OPR’s staffing needs, BPD notes OPR caseload data, as well as BPD’s target of 90 days for completing internal investigations. However, the Staffing Study does not utilize either a target caseload for investigators or the 90-day investigation completion target to determine if OPR staffing levels are adequate. An analysis of how long internal investigations are currently taking given OPR investigator caseloads, and how long they should take and what average caseloads ought to be, would provide some insight. So, too, could a comparison of OPR’s staffing levels to the staffing levels of internal affairs units in other police departments. For instance, data in Table 8 of the Staffing Study, which compares BPD with the New Orleans Police Department (“NOPD”), shows that BPD has 52 people assigned to OPR while New Orleans has 40. Computing a ratio of OPR staff per 100 officers shows that BPD has two OPR staff per 100 officers, while NOPD has 1.7 per 100 officers. NOPD’s internal affairs staffing levels might provide a useful comparison because NOPD is also under a Consent Decree and is reportedly making significant progress. BPD also might want to obtain relevant data on internal affairs unit staffing from Seattle Police Department, which was recently found to be in compliance with its Consent Decree.

The Staffing Study’s treatment of BPD Training Academy staffing levels similarly fails to account for potentially relevant measures of sufficiency. For instance, BPD’s Training Academy

has a staff of 71 compared to NOPD's training academy staff of 27. BPD might determine if the amount of training conducted in each academy is similar and whether it makes sense to use non-BPD members to assist with operations. Civilianizing clerical work, utilizing civilians as instructors, and bringing community members, community-based organizations, and others into classrooms for scenario-based instruction not only lessen the demands for sworn instructors but can also improve the quality of instruction.

Finally, the Monitoring Team recommends that, in preparing the Staffing Plan, BPD review and justify every specialized unit in BPD to determine whether it is essential, advances the Department's mission, and promises to transform the Department into the agency envisioned by the Consent Decree. The Patrol Division must be given priority, and that priority should be reflected in vacancy rates and overtime used to fill shifts.

Need to Accurately Account for Civilianization, Technology and Process Improvements

The Staffing Study contains a number of recommendations concerning civilianization, technology and process improvements. It is not just a matter of having the right number of people working but also having them do the right work. As the Staffing Study suggests, existing sworn staff will be able to spend more time on achieving compliance with the Consent Decree if BPD adds civilian members, improves its technology and makes its procedures more efficient. For instance, if civilians were more effectively deployed to handle administrative and clerical duties, there would be more patrol officers on the street. And if Academy instructors were relieved of data entry duties, they could spend more time developing and delivering scenario-based training. And if OPR's processes were improved (as planned), OPR investigators would spend less time on administrative tasks and more time on investigations. The Staffing Plan must address the Staffing

Study's recommendations for civilianization, technology and process improvements and must analyze, explain and account for the impact on the number of sworn members..

Respectfully submitted,

/s/

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CERTIFICATE OF SERVICE

I hereby certify that on September 11, 2018, copies of the foregoing Notice of Approval of Staffing Study under Paragraph 428 of the Consent Decree were served via the Court's ECF system upon all counsel of record.

_____/s/_____
Seth Rosenthal

EXHIBIT 1

Baltimore Police Department Staffing Study August 2018

Final Draft v.2



Table of Contents

Executive Summary	8
Introduction	8
Key Findings	8
Data Collection	8
Patrol	8
Table 1: Recommended Dedicated Patrol Staffing Requirements	9
Investigations	10
Police Academy, Office of Professional Standards, and Information Technology Section	11
Civilianization	11
1 Introduction	12
1.1 Background	12
Table 2: BPD Staffing Actual vs. Budgeted & Funded Comparison	12
Figure 1: BPD Staffing Actual vs. Funded Comparison	13
Table 3: Fluctuations in Funded Positions	13
1.1.1 City of Baltimore Crime Trends	14
Table 4: City of Baltimore Violent Crime by Offense Type and Year as Reported to the UCR	14
Table 5: City of Baltimore Property Crime by Offense Type and Year as Reported to the UCR	14
1.1.2 Baltimore Police Under Consent Decree	15
1.2 The Purpose of This Study	16
1.3 BPD Staffing Study Methodology	17
1.3.1 Police Agency Staffing Study Methodology Best Practices	17
1.3.2 General Methodology Used for BPD Staffing Study	18
1.3.3 Data Challenges and Assumptions in Developing this Study	18
2 The City of Baltimore	19
2.1 Geography, Population Trends, & Characteristics	19
Figure 2: Map of Baltimore City Neighborhood Boundaries	19
2.2 Crime Trends	21
2.3 City Government	22
Figure 3: City of Baltimore Organizational Chart	23
2.4 Baltimore Police Department	23
2.4.1 Department Vision, Values, Mission and Goals	24
2.4.2 BPD Leadership & Organization	24
Figure 4: Baltimore Police Department Organizational Chart	25
2.4.3 Description of Police Districts	25
Figure 5: Baltimore Police Department District Map	26
Table 6: City of Baltimore Demographics by Police District, 2014	27
3 National Comparisons	27
3.1 Comparisons to ‘national police service standards’	27
3.2 Comparisons to other cities	28
Table 7: City Demographics Comparisons	28
Table 8: Police Department Staffing Comparisons	30
Table 9: Police Department Organizational Structure and Span of Control Comparison	33

3.2.1	Denver, Colorado	34
3.2.2	Oakland, California*	35
3.2.3	Seattle, Washington*	35
3.2.4	Memphis, Tennessee	36
3.2.5	Washington, DC	37
3.2.6	Detroit, Michigan	38
3.2.7	New Orleans, Louisiana*	38
3.2.8	Cleveland, Ohio*	39
3.2.9	Newark, New Jersey*	40
4	<i>Patrol Analyses of Baltimore Police Services</i>	<i>41</i>
4.1	Methodology & Data	41
4.1.1	Data and Analysis Limitations	43
4.2	Response Times as Part of a Broader Measure of Police Performance	43
4.2.1	Call Priority	43
	Figure 6: Citywide 911 Calls for Service by Priority	44
	Figure 7: Citywide Average Response Time	45
4.3	BPD Patrol Workload Analysis (2016-2017)	46
4.3.1	Workload Analysis Background	46
	Table 10: Breakdown of Calls for Service and Self-Initiated Activity by Baltimore City Police Officers ...	47
	Table 11: BPD Most Frequent Dispatched Call Types Recorded in CAD	48
	Table 12: BPD Most Frequent Self-Initiated Activities Recorded in CAD	49
4.3.2	Workload Analysis by District	50
	Table 13: Summary of BPD District Staffing Analysis	50
4.3.3	Patrol Staffing Needs at BPD	52
	Table 14: Recommended Dedicated Patrol Staffing Requirements	53
4.3.4	BPD Sector Patrol Vacancies	55
	Table 15: BPD Vacancy Rates by Position	55
	Table 16: BPD Vacancy Rates for Sworn Officers	56
5	<i>Additional Considerations for Patrol Staffing</i>	<i>56</i>
5.1	BPD Policy - Minimum Staffing ‘Constant,’ Shift Strength, Overtime & Drafting	56
	Table 17: Staffing Summary from Shift Strength Reports	57
5.2	Input from Focus Group of Police Officers	57
5.3	Community Expectations of Police Service from BPD	59
	Figure 8: Survey Question 2	60
	Figure 9: Survey Question 3	61
	Figure 10: Survey Question 4	61
	Figure 11: Survey Question 5 - Residential Burglary	62
	Figure 12: Survey Question 5 - Business Burglary	62
	Figure 13: Survey Question 5 - Car Break-In	63
	Figure 14: Survey Question 5 - Simple Assaults	63
	Figure 15: Survey Question 7	64
	Figure 16: Survey Question 8	64
	Figure 17: Survey Question 10	65
	Figure 18: Survey Question 11	66
	Figure 19: Survey Question 12	67
5.4	Impact of the Consent Decree on Patrol Staffing	67
5.5	Patrol Staffing Recommendations	68

6	<i>Analyses of Baltimore Police Investigations Staffing</i>	71
6.1	Methodology & Data	71
6.2	Homicide Section	72
6.3	Special Investigations Section	74
6.4	Citywide Robbery and District Detectives	78
6.5	Investigations Workload Analysis	79
6.5.1	Homicide Caseload Analysis Using Best Practice Ratios	79
	Table 18: BPD Homicides, Homicide Detectives, and Closures	80
	Table 19: BPD Homicide Detective Recommendations for Caseload Ratios	80
6.5.2	Investigative Unit Caseload Analysis Using Solvability and Time Estimates	81
	Table 20: Sample Investigations Unit Calculations	82
6.6	Investigations Recommendations	83
7	<i>Analysis of Office of Professional Responsibility Staffing</i>	84
7.1	Internal Affairs Staffing and Workload	85
	Table 21: Internal Affairs Cases in 2016 and 2017	85
	Table 22: Comparable Internal Affairs Staff	87
7.2	Policy Compliance Section Staffing and Workload	87
	Table 23: Policy Compliance Section Cases in 2016 and 2017	87
7.3	Equal Opportunity and Diversity Section Staffing and Workload	88
7.4	Impact of Consent Decree Requirements on OPR	89
7.5	Office of Professional Responsibility Recommendations	89
8	<i>Analysis of Baltimore Education and Training Section (Academy, In-Service, Firearms) Staffing</i>	89
8.1	Current Education and Training Section Functions	89
8.2	Current Police Academy Staffing	90
8.3	Police Academy Workload	91
	Table 24: Enrolled and Graduated Trainees, 2008-2017	91
	Table 25: Comparable Training Staff	92
8.4	Additional Considerations for Police Academy Staffing	93
	Table 26: Police Academy Special Event Details, 2015-2016	93
8.5	Education and Training Staffing Recommendations	95
9	<i>Baltimore Police Information Technology Section (ITS) Analysis</i>	97
9.1	ITS Staffing	97
	Table 27: BPD ITS Positions and Responsibilities	97
9.2	ITS Workload	99
9.3	Impact of the Consent Decree on ITS Staffing	100
9.4	ITS Staffing Recommendations	100
10	<i>Baltimore Police Crime Laboratory Analysis</i>	101

10.1	Crime Laboratory Staffing.....	101
10.2	Crime Laboratory Methodology	101
10.3	Crime Laboratory Workload Analysis.....	102
	Table 28: Laboratory Section Workload Analysis.....	102
	Table 29: Crime Scene Unit Workload Analysis.....	104
	Table 30: Property and Evidence Disposal Workload Analysis	105
10.4	Crime Laboratory Recommendations	105
11	Staffing Special Details & Events.....	106
11.1	Staffing Special Detail Recommendations	108
12	Civilianization	108
	Figure 20: Comparisons of Civilian Positions as a Percentage of Total Actual Department Staffing	109
12.1	Civilianization Recommendations.....	110
13	Appendix.....	111
13.1	List of Recommendations	111
13.1.1	Patrol Staffing Recommendations (Chapter 5.5)	111
13.1.2	Investigations Recommendations (Chapter 6.6)	113
13.1.3	Office of Professional Responsibility Recommendations (Chapter 7.5).....	114
13.1.4	Education and Training Staffing Recommendations (Chapter 8.5)	115
13.1.5	Information Technology Section Staffing Recommendations (Chapter 9.4)	116
13.1.6	Crime Laboratory Recommendations (Chapter 10.4)	117
13.1.7	Special Details and Events Recommendations (Chapter 11.1)	117
13.1.8	Civilianization Recommendations (Chapter 12.1)	118
13.2	Methodology Detail	119
13.2.1	On-Site Data Collection	119
13.2.2	Off-Site Data Collection and Resource Review	120
13.2.3	Data Analysis.....	120
13.2.4	Application of Recommendations.....	123
13.3	BPD Organization Chart	123
13.4	Comparable Cities Organizational Charts	124
	Figure 21: Denver Police Department Organizational Chart	124
	Figure 22: Oakland Police Department Organizational Chart.....	125
	Figure 23: Seattle Police Department Organizational Chart.....	126
	Figure 24: Memphis Police Department Organizational Chart.....	127
	Figure 25: Metropolitan Police Department Organizational Chart	128
	Figure 26: Detroit Police Department Organizational Chart	129
	Figure 27: New Orleans Police Department Organizational Chart	130
	Figure 28: Cleveland Police Department Organizational Chart	131
	Figure 29: Newark Police Division Organizational Chart	132
13.5	BPD Districts Map	133
13.6	Calls for Service Analysis Data Tables	134
13.6.1	Central District	135
	Table Central A: Most Frequent Calls for Service	135
	Table Central B: Most Frequent Self-Initiated Activities	135
	Table Central C: Calls for Service Time in Hours.....	136
	Table Central D: Staffing Weekly Hours	137

	Table Central E: Average Patrol Time Consumed by Calls for Service	137
	Table Central F: Average Patrol Time Consumed by Self-Initiated Activities	138
13.6.2	Southeastern District	139
	Table Southeastern A: Most Frequent Calls for Service	139
	Table Southeastern B: Most Frequent Self-Initiated Activities	139
	Table Southeastern C: Calls for Service Time in Hours	140
	Table Southeastern D: Staffing Weekly Hours.....	141
	Table Southeastern E: Average Patrol Time Consumed by Calls for Service	141
	Table Southeastern F: Average Patrol Time Consumed by Self-Initiated Activities	142
13.6.3	Eastern District	143
	Table Eastern A: Most Frequent Calls for Service.....	143
	Table Eastern B: Most Frequent Self-Initiated Activities	143
	Table Eastern C: Calls for Service Time in Hours	144
	Table Eastern D: Staffing Weekly Hours	145
	Table Eastern E: Average Patrol Time Consumed by Calls for Service	145
	Table Eastern F: Average Patrol Time Consumed by Self-Initiated Activities	146
13.6.4	Northeastern District	147
	Table Northeastern A: Most Frequent Calls for Service	147
	Table Northeastern B: Most Frequent Self-Initiated Activities	147
	Table Northeastern C: Calls for Service Time in Hours	148
	Table Northeastern D: Staffing Weekly Hours.....	149
	Table Northeastern E: Average Patrol Time Consumed by Calls for Service	149
	Table Northeastern F: Average Patrol Time Consumed by Self-Initiated Activities	150
13.6.5	Northern District	151
	Table Northern A: Most Frequent Calls for Service	151
	Table Northern B: Most Frequent Self-Initiated Activities	151
	Table Northern C: Calls for Service Time in Hours	152
	Table Northern D: Staffing Weekly Hours	153
	Table Northern E: Average Patrol Time Consumed by Calls for Service	153
	Table Northern F: Average Patrol Time Consumed by Self-Initiated Activities	154
13.6.6	Northwestern District	155
	Table Northwestern A: Most Frequent Calls for Service	155
	Table Northwestern B: Most Frequent Self-Initiated Activities	155
	Table Northwestern C: Calls for Service Time in Hours	156
	Table Northwestern D: Staffing Weekly Hours.....	157
	Table Northwestern E: Average Patrol Time Consumed by Calls for Service	157
	Table Northwestern F: Average Patrol Time Consumed by Self-Initiated Activities	158
13.6.7	Western District	159
	Table Western A: Most Frequent Calls for Service	159
	Table Western B: Most Frequent Self-Initiated Activities	159
	Table Western C: Calls for Service Time in Hours.....	160
	Table Western D: Staffing Weekly Hours	161
	Table Western E: Average Patrol Time Consumed by Calls for Service	161
	Table Western F: Average Patrol Time Consumed by Self-Initiated Activities	162
13.6.8	Southwestern District	163
	Table Southwestern A: Most Frequent Calls for Service	163
	Table Southwestern B: Most Frequent Self-Initiated Activities	163
	Table Southwestern C: Calls for Service Time in Hours	164
	Table Southwestern D: Staffing Weekly Hours.....	165
	Table Southwestern E: Average Patrol Time Consumed by Calls for Service	165
	Table Southwestern F: Average Patrol Time Consumed by Self-Initiated Activities	166
13.6.9	Southern District	167
	Table Southern A: Most Frequent Calls for Service	167

Table Southern B: Most Frequent Self-Initiated Activities	167
Table Southern C: Calls for Service Time in Hours.....	168
Table Southern D: Staffing Weekly Hours	169
Table Southern E: Average Patrol Time Consumed by Calls for Service.....	169
Table Southern F: Average Patrol Time Consumed by Self-Initiated Activities	170
13.7 Workload Analysis Source Data Tables.....	171
13.7.1 Patrol Analysis.....	171
Table 31: Priority 911 Calls for Service Percentages by District	171
Table 32: Summary Averages of the Staffing Analysis.....	171
Table 33: Patrol Leave Breakdown by District	171
13.7.2 Investigations Analysis	173
Table 34: Investigations Leave Breakdown by Unit.....	173
13.8 Baltimore Police Customer Service Survey	176

Executive Summary

Introduction

Over time, the Baltimore Police Department (BPD) has faced staffing challenges and troubling rates of violence and crime, along with significant mistrust from the community. Spending millions of dollars on overtime and facing internal morale issues due to regular drafting, coupled with recent turnover changes in leadership, the department needs major reform in the policies and practices associated with patrol staffing as it relates to the delivery of police services to the community.

This staffing study provides an evidence-based review of the patrol function of the BPD, as well as some of the investigative and support functions of the department. The conclusions reached were informed by data provided by BPD and work done by the Police Foundation (PF) team to organize and verify the data. In some instances, the available data was insufficient to complete an accurate and reliable analysis.

With Baltimore Police Department under a Federal Consent Decree, many of the needed changes are underway, with many focused on transforming BPD's accountability, transparency, community policing, and culture. Key to the success of these reforms and changes required under the consent decree is a realistic and appropriate staffing plan. The plan will be necessary to carry out the work of department and of the reform efforts. Areas such as Patrol, the Police Academy, the Office of Professional Standards, and the Information Technology Section will be directly impacted by required changes, which will cascade throughout the department. It is imperative that these be monitored closely by decision makers as the department is transformed.

Key Findings

Data Collection

BPD must work to better collect accurate data in all areas of the department for a more comprehensive and accurate analysis of staffing and organizational efficiencies. This requires a thoughtful approach to developing data management systems in the department that capture, validate, and store data that can be more easily trusted, organized, and analyzed.

Patrol

The BPD staffing charts for each of the nine districts from December 2017 show that a total of 1,102 police officer positions are budgeted for sector patrol. However, only 809 of those positions are filled.

Table 1 below is a copy of Table 14 from the patrol analysis section of this report. It shows the number of officers required to serve the City of Baltimore, according to the workload analysis.

Table 1: Recommended Dedicated Patrol Staffing Requirements

District	Average Rate Available for Patrol Duties of Police Officers Assigned to Sector Patrol ¹	Average Hours Available for Patrol Duties per Officer per Week ²	Breaks and Shift Change per Week ³	Average Hours Available for Patrol Duties per Officer per Week After Breaks and Shift Change ⁴	Average CFS Hours in the District per Week ⁵	Officers Needed if 60 percent of Time is Spent on Calls for Service (40 percent for COP, SI and commander assigned) ⁶	Actual Officers Currently Assigned to Sector Patrol ⁷	Budgeted Officers for Sector Patrol ⁸	Percentage Difference Between Budgeted and Needed if 60% of Time is Spent on Calls for Service ⁹
Central	76.190%	30.48	5.33	25.14	1155.6	77	76	114	33%
Eastern*	77.392%	30.96	5.33	25.62	1280.2	83	91	112	26%
Northeastern	75.619%	30.25	5.33	24.91	2063.9	138	109	160	14%
Northern	71.917%	28.77	5.33	23.43	1572.1	112	78	123	9%
Northwestern*	74.569%	29.83	5.33	24.49	1433.6	98	85	114	14%
Southeastern	70.837%	28.33	5.33	23.00	1596.9	116	95	116	0%
Southern	74.889%	29.96	5.33	24.62	1507.4	102	83	125	18%
Southwestern	73.659%	29.46	5.33	24.13	1592.9	110	98	121	9%
Western	77.687%	31.07	5.33	25.74	1160.8	75	94	117	36%
Citywide*	74.850%	29.94	5.33	24.61	13363.4	910	809	1,102	17%

*Note: Eastern and Northwestern district average rates of time available for patrol were edited down to reflect the rates that would have occurred had officers attended their full 80 hours of in-service training.

*Note: The Citywide total reflects the edited district average rates of time available for patrol.

Sources: BPD Computer Aided Dispatch data, July 1, 2016-June 30, 2017; BPD payroll leave data, January 1, 2017-December 31, 2017; and lists of officers and their rank who were assigned to each district in January 2017 and December 2017.

¹ BPD payroll leave data, January 1, 2017-December 31, 2017; and lists of officers and their rank who were assigned to each district in January 2017 and December 2017. Source tables for these rates are available in Appendix 13.7.

² 40 hours of work per week x each district's average rate available for patrol duties of police officers assigned to sector patrol.

³ Eighty minutes of officer time per shift for breaks and shift change = Approximately 5.33 hours per week per officer that they are additionally unavailable for patrol duties.

⁴ Average Hours Available for Patrol Duties per Officer per Week – Breaks and Shift Change per Week. Numbers shown have been rounded to the nearest hundredth decimal place.

⁵ BPD Computer Aided Dispatch data, July 1, 2016-June 30, 2017. The Citywide number is shown as to provide a sum of the average CFS hours from each district and not the overall city average.

⁶ (Average CFS Hours in the District per Week / Average Hours Available for Patrol Duties per Officer per Week After Breaks and Shift Change) / 60 percent.

⁷ December 2017 staffing charts for each district. As actual counts of officers assigned can vary over time, in August these numbers were checked against BPD's "Patrol Strength Report 8-9-18" for general consistency.

⁸ Ibid.

⁹ (Budgeted Officers for Sector Patrol – calculated Officers Needed if 60 percent of Time is Spent on Calls for Service) / Budgeted Officers for Sector Patrol.

This analysis reveals that the BPD has sufficient **budgeted** police officer positions to meet the needs of community calls for service and allows for sufficient available time to conduct self-initiated activity and work with the community to problem solve neighborhood issues.

However, the analysis also shows that while budgeted positions are adequate, the number of filled and assigned positions does not meet the needs of the department and community. To compensate for the lack of police officers assigned to sector patrol, the BPD uses overtime and drafting to fill vacancies.

The vacancy rate for police officers assigned to BPD sector patrol is 26.6 percent while police officer vacancies for the rest of the department is under 2 percent. The vacancy rates for police officers indicates that BPD appears to give the least importance and value to patrol services when it comes to filling vacancy. The practice of carrying vacancies in patrol and assigning police officers to non-patrol duties has been a leadership decision that has not and does not best serve the BPD or the Baltimore community.

To improve patrol response and community engagement, the following recommendations are offered:

- Fill budgeted police officer positions in sector patrol to the at least the recommended 910. This will reduce the police officer vacancy rate in sector patrol to approximately 17 percent.
 - Prioritize the police officer role by committing to functional staffing of 910 officers assigned to sector patrol. This requires that BPD discontinue the practice of using police officers for non-patrol duties;
 - Smooth department vacancies so that sector patrol is not carrying more than the rest of the department;
 - Revise decisions, policies and protocols that have required pulling police officers off patrol duties and away from calls for service, opting instead for alternative policies that use resources from elsewhere;
 - Identify and civilianize positions for administrative functions;
- Employ technology that will stream-line processes and improve efficiencies so that police officers can be freed up to focus on community-facing, crime fighting, and problem-solving activities;
- Identify and implement innovative ways to reduce necessary response to calls for service; and
- Study ways in which the department's organizational structure, historically unstable leadership, span of control, and decision-making processes impact officer morale, efficiency, and culture.

Investigations

A full analysis was not possible due to lack of available data. The BPD should work to collect data that will enable a thorough staffing analysis based on workload and identify ways to create efficiencies in all investigative sections and units.

Police Academy, Office of Professional Standards, and Information Technology Section

These sections will be profoundly impacted by the requirements of the consent decree and as such should be prioritized (with regard to staffing) to ensure that they can meet the needs of reform efforts.

Civilianization

Only 13.6 percent of BPD's staff are civilians, lower than many agencies across the country. When the crime laboratory staff (primarily civilian) are removed to compare with like agencies without laboratory responsibilities, BPD's civilian rate falls to approximately 10 percent. Increased civilianization in police departments brings myriad benefits to organizational efficiency, cost effectiveness, culture, and professionalism. Based on this, the BPD should prioritize conducting a formal, comprehensive civilianization study that reviews the business processes and detailed tasks required of each sworn officer in the department. This should inform a plan that prioritizes creating civilian positions in the department to complete tasks that do not require arrest powers. In short term, BPD should use the civilianization study conducted in 2017 by BPD to identify positions that could be filled with civilian personnel.

1 Introduction

1.1 Background

Staffing at the Baltimore Police Department (BPD) has been challenged over the last several years, with attrition often outpacing hiring, despite initiatives to attract officers. With approximately 2,526 sworn officers and 430 civilian personnel in 2017, the department is funded for hundreds more (3,128 total).¹⁰

The below table shows BPD actual vs. budgeted and funded staffing from 2013 – 2017 according to BPD records.

Table 2: BPD Staffing Actual vs. Budgeted & Funded Comparison

	2013	2014	2015	2016	2017
Total Budgeted Positions				3,345	3,354
Sworn Budgeted				2,850	2,846
Police Officers				2,346	2,342
Other				504	504
Civilian Budgeted				495	508
Total Funded Positions	3,438	3,236	3,240	3,120	3,128
Sworn Funded	3,080	2,871	2,863	2,625	2,621
Police Officers	2,554	2,349	2,351	2,121	2,117
Other	526	522	512	504	504
Civilian Funded	358	365	377	495	507
Total Actual Filled Positions	3,154	3,096	2,948	2,916	2,956
Sworn Actual	2,858	2,805	2,634	2,517	2,526
Police Officers	2,356	2,321	2,142	2,022	2,026
Other	502	484	492	495	500
Civilian Actual	296	291	314	399	430
Total Staffing Difference between Budgeted and Actual	N/A	N/A	N/A	429	398
Total Staffing Difference between Funded and Actual	284	140	292	204	172

Note: Police Officers (PO) refer to all operational and administrative PO positions in the department and does not indicate whether the officer is assigned to patrol in a district, is an administrative officer or serves some other role within the department.

Note: Sworn 'Other' refers to other sworn members such as sergeants, lieutenants, captains, and other sworn positions that are not 'police officer.'

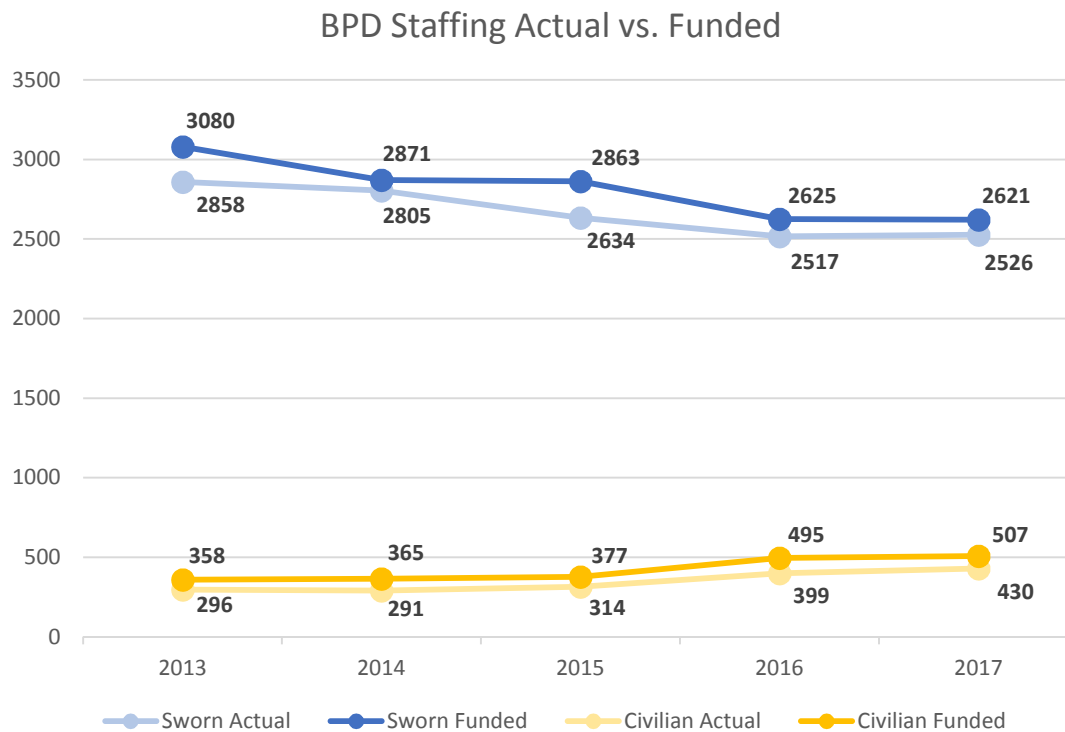
¹⁰ Baltimore Police Department. (2018). *BPD end of year reports 2013-2018*. Provided to PF team by BPD via email June 18, 2018.

Note: The funded number are those that the city actually provided funding for and does include frozen positions. Therefore, the 'budgeted' number of positions is higher than the 'funded' strength.

Note: Authorized = the number of positions budgeted and authorized for filling with staff. Actual = positions filled with actual personnel hired and filling that position.

Sources: Baltimore Police Department. (2018). *BPD end of year reports 2013-2018*. Provided to PF team by BPD via email June 18, 2018. Data provided for December 31, 2017; December 29, 2016; December 28, 2015; December 22, 2014; and December 31, 2013. Data Source: Baltimore Police Department Strength Reports: 2013-2017 sent via Chief O'Dell to Shannon Sullivan via email to the PF team on June 18, 2018.

Figure 1: BPD Staffing Actual vs. Funded Comparison



Note: The graph reflects actual and funded positions for the combination of both sworn and civilian.
Source: *BPD end of year reports 2013-2018*.

Table 3: Fluctuations in Funded Positions

	2013-14	2014-15	2015-16	2016-17
Change in total number of funded positions	-202	+4	-120	+8
Percentage change	-6.24%	+0.12%	-3.85%	+0.26%

Source: *BPD end of year reports 2013-2018*.

Fluctuations in funded staffing levels, fueled by budgetary freezes and leadership instability (and thus in organizational structure), has contributed to a negative impact on the department and on the service provided to the Baltimore community. BPD has seen regular shortages in reaching its patrol staffing ‘minimum’¹¹ over the years, leading to leadership decisions to mitigate these deficiencies through strategies such as overtime and drafting. Frequent drafting—requiring officers to work overtime—to fill shifts or cover special events is a norm according to BPD staff. With typical 10-hour shifts and regular drafting of multiple officers on a shift, the staff shortages and extended shift lengths cost millions, drive internal morale issues, and reduce the amount of community policing and engagement that Baltimore police officers are able to conduct. This, in addition to budget, low salaries (as compared to other major cities), and other issues, inhibit BPD’s ability to consistently recruit and retain quality police officers.

1.1.1 City of Baltimore Crime Trends

Baltimore City struggles with one of the highest violent crime rates in the country. In 2017, Baltimore had 343 homicides—its third year in a row with more than 300, and it’s second most in a single year.¹² Overall violent crime was in decline from 2012 through 2014 but rose in 2015 and 2016, with increases in homicide, rape, robbery, and aggravated assault.

Table 4: City of Baltimore Violent Crime by Offense Type and Year as Reported to the UCR

Year	Violent Crime Total	Murder and non-negligent man-slaughter	Rape (revised definition)	Rape (legacy definition)	Robbery	Aggravated assault
2016	11,010	318	299		5,236	5,157
2015	9,542	344	287		4,313	4,598
2014	8,346	211		245	3,677	4,213
2013	8,725	233		298	3,734	4,460
2012	8,789	218		315	3,605	4,651

Note: These numbers may differ slightly from BPD counts that have been updated since submission of crime data to the FBI’s UCR as crimes have been reclassified.

Source: Federal Bureau of Investigation numbers retrieved from <https://ucr.fbi.gov/crime-in-the-u.s>.

Table 5: City of Baltimore Property Crime by Offense Type and Year as Reported to the UCR

Year	Property Crime	Burglary	Larceny-Theft	Motor Vehicle Theft	Arson
2016	29,547	7,375	16,855	5,317	259

¹¹ This minimum was derived in approximately 2013 by BPD staff and used to implement BPD Policy 819.

¹² Rector, K. (2018, January 1). After third year of rampant violence, Baltimore searches wearily for answers. *The Baltimore Sun*. Retrieved from <http://www.baltimoresun.com/news/maryland/crime/bs-md-ci-2017-violence-20171229-story.html>

2015	30,941	7,757	17,658	5,526	260
2014	29,420	6,926	18,008	4,486	213
2013	30,789	7,391	18,946	4,452	277
2012	29,149	7,770	17,397	3,982	242

Note: These numbers may differ slightly from BPD counts that have been updated since submission of crime data to the FBI's UCR as crimes have been reclassified.

Source: Federal Bureau of Investigation numbers retrieved from <https://ucr.fbi.gov/crime-in-the-u.s.>

Police Foundation research did not identify empirical research that shows a definitive correlation between high numbers of police officers and low crime rates. Some studies suggest that increasing police staffing is not a cost-effective way to cut crime.¹³ Others suggest that high crime-to-cop ratios may negatively impact police officer productivity.¹⁴ Studies on crime to police staffing ratios report various inconsistent findings, however, staffing analyses can indicate staffing levels needed to sufficiently handle workload and to appropriately serve the city.

1.1.2 Baltimore Police Under Consent Decree¹⁵

In 2016, the U.S. Department of Justice (DOJ) Civil Rights Division investigated the practices of BPD and released a report of its findings. Among other areas, the report found that BPD failed to “adequately support its officers with adequate staffing” and that BPD “lacks effective strategies for staffing, recruitment and retention, leading to officers working with deteriorated decision-making skills.”¹⁶

On April 7, 2017, the City of Baltimore and DOJ entered into a consent decree that would address the issues identified in the findings report. The consent decree requires reform in a multitude of areas including, but not limited to community policing, impartial policing, misconduct, accountability, technology upgrades and staffing.¹⁷

This staffing study applies specifically to Paragraph 428, of Case 1:17-cv-00099-JKB, Document 2-2: Consent Decree, which reads:

“BPD will complete a comprehensive staffing study to assess the appropriate number of sworn and civilian personnel to perform the functions necessary for BPD to fulfill its mission, enable supervision, and satisfy the requirements of this Agreement.”¹⁸

¹³ Spelman, W. (2016, July 25). The Murder Mystery: Police Effectiveness and Homicide. *Quantitative Criminology*, 33:859-886.

¹⁴ Bonkiewicz, L. (2015, September 16). Exploring how an area's crime-to-cop ratios impact patrol officer productivity. *Policing: An International Journal of Police Strategies & Management*, 39(1): 19-35.

¹⁵ United States of America v. Police Department of Baltimore City, et. al., (D. Md. 2017). Retrieved from <https://www.justice.gov/opa/file/925056/download>

¹⁶ Civil Rights Division. (2016, August 10). Investigation of the Baltimore City Police Department. U.S. Department of Justice. Retrieved from <https://www.justice.gov/crt/file/883296/download>

¹⁷ United States of America v. Police Department of Baltimore City, et. al. (2017).

¹⁸ Ibid.

This study is a necessary first step for BPD and the City to develop a staffing plan, mandated by the Consent Decree in paragraphs 429-430, which reads:

“429. Based upon the staffing study, BPD will develop a Staffing Plan that provides for each of the following:

1. Personnel deployment to ensure effective community and problem-oriented policing;
2. Sufficient number of well-trained staff and resources to conduct timely misconduct investigations;
3. Sufficient number of officers in patrol in each district, without needing to resort to drafting, except in unforeseeable circumstances;
4. To the extent feasible, Unity of Command;
5. Sufficient number of supervisors; and
6. The BPD’s and the City’s existing and projected resources.

430. BPD will implement the Staffing Plan and may do so in a phased manner that reflects the City’s and BPD’s fiscal resources.”¹⁹

While this staffing study directly applies to Paragraph 428, many other requirements of the consent decree will impact BPD staffing as reform requirements are implemented. For example, improved recruitment and hiring efforts will require additional staff to undertake associated processes, as will increased training requirements for officers. Increased accountability through improved investigation of citizen complaints, as well as Office of Professional Responsibility (OPR) protocols, will impact necessary staffing. Improvement in transparency, assessment, and evidence-based decision making at BPD will also impact staffing and how the department captures and evaluates data. Likewise, improvements in BPD’s data management and information technology systems will require qualified staffing to implement, manage, and sustain these reforms.²⁰

All of these changes must be continually evaluated and considered while developing and implementing the forthcoming BPD staffing plan. For the City of Baltimore, the requirements of the consent decree are important considerations for better resourcing BPD.

1.2 The Purpose of This Study

The purpose of this study is to provide the BPD and the City of Baltimore with an analysis of historical Baltimore data, as it pertains to workload and staffing, in comparison with national best practices. The study also considers input from BPD officers and community members on staffing and service expectations. Finally, the purpose of the study is to provide evidence-based

¹⁹ Ibid.

²⁰ These recommendations are made in *Baltimore Police Department Technology Resource Study* submitted to the Court on June 21, 2018. The report can be retrieved from: <https://static1.squarespace.com/static/59db8644e45a7c08738ca2f1/t/5b32720b88251bbafaff7440/1530032658922/Exhibit+1+BPD+Final+Tech+Inventory+Study.pdf>

staffing recommendations to meet those expectations and enable BPD leadership to meet the demands of the 2017 consent decree. The data analysis and recommendations in this report should contribute to defining the City of Baltimore and BPD's staffing priorities and for staffing the department to meet the 21st Century policing challenges.

The shift in organizational leadership and structure during the study period has complicated tasks associated with studying staffing needs at the department. This staffing study, with support from the Police Foundation (PF), is intended to provide BPD leaders and stakeholders with an evidence-based study of some of the necessary variables to address staffing needs. These include a workload analysis, department policy review, community expectation survey, and discussion of a focus group of department staff, consideration of the departments mission and goals, and requirements of the consent decree. Taken in totality, while also accounting for City budget and recruitment and training limitations, the report is designed to inform Baltimore City decision makers in their efforts to create a thoughtful long-term staffing plan that will build a stronger, more professional BPD.

1.3 BPD Staffing Study Methodology

1.3.1 Police Agency Staffing Study Methodology Best Practices

Determining police department staffing is a complex endeavor. Besides ensuring consideration of the unique characteristics of a specific jurisdiction, many other variables should be considered to make accurate staffing decisions. According to an International City/County Management Association (ICMA) Center for Public Safety Management report outlining staffing study best practices in police departments, variables to be considered include, "...crime rates, job tasks and type of calls, officer to population ratios, mandatory minimums, collective bargaining minimums, shift distribution, supervisory placement, command-staff need, response time, call volume, organizational capability, public pressure, geography, and community-policing style."²¹ In addition, for a department to continue to build strong relationships with its citizens, measures such as community trust, perception of crime and safety, and amount of proactive community policing and engagement time required for officers should also be considered.

Various staffing methodology models exist and are used by police departments across the United States. The ICMA report mentioned above describes staffing models based on crime rate; pre-determined minimum staffing numbers or 'constants'; per capita or population-based; and budget availability. However, the report describes a staffing model based on workload analysis as a preferred approach to other methods.

"Lastly, and least common, are staffing decisions made on actual workload. ICMA is a strong advocate of this approach, as it relies on actual levels of

²¹ Wilson, J. and A. Weiss. "Police Staffing Allocation and Managing Workload Demand: A Critical Assessment of Existing Practices" (2014, February 25). Policing Advance Access.

demand for police services and matches that demand with the supply of police resources. Typically, this approach relies on an examination of calls for service received by a department, and these calls are modeled to understand demand and supply.”²²

While the workload analysis is limited by the fact that it relies solely on calls for service data, it can be augmented by using other data analysis to bolster it, and “offers the most accurate and reliable predictor of police staffing levels.”²³

1.3.2 General Methodology Used for BPD Staffing Study

In 2017, the BPD Compliance Unit asked the Police Foundation (PF) to conduct the staffing study. PF staff formed a team of subject matter experts in policing policies, procedures and practices; staffing data analysis; and police organizations to conduct the study, and the team began work. They conducted six site visits and countless conference calls, meeting with BPD personnel across all divisions to discuss work processes, staffing, and workload. They conducted off-site materials collection and review of policies, general orders, unit rosters and procedures, and other operational material.

The PF team also worked with various units to collect data on calls for service, staffing, workload, and more. The team designed analysis models and spent hours cleaning, organizing, and sorting data. From this data, the team conducted necessary analysis and created tables and data visualizations for inclusion in this report. Recommendations included in the report are based on data analyses, understanding of law enforcement and BPD operations, subject matter expertise, and national best practices.

Each analysis section in this report contains detailed methodology information, and a full-length methodology can be found in Appendix 13.2 of this report.

1.3.3 Data Challenges and Assumptions in Developing this Study

When developing a staffing study, departmental workload data (such as calls for service) and staffing data (personnel and payroll data) lies at the core of the analysis performed. However, comprehensive, accurate, and transparent data collection cannot always be assumed. In this case, the PF team requested data from a number of sources, including the BPD CAD system, payroll/fiscal data and staffing logs, charts, and other relevant documentation.

While some BPD data is collected into a common electronic data system, such as a computer aided dispatch (CAD) system or records management system (RMS) and were provided by BPD

²² McCabe, James. *An Analysis of Police Department Staffing: How Many Officers Do You Really Need?* (2014). Retrieved from https://icma.org/sites/default/files/305747_Analysis%20of%20Police%20Department%20Staffing%20_%20McCabe.pdf

²³ Ibid.

via .csv or .xls file, other data are currently being collected via hand-written reports and logs by BPD staff. This creates time consuming and tedious work to aggregate information and identify trends.

In addition, some of the data collected through data systems could not be validated in the study period, meaning it can often be miscoded or input in an unstandardized or inaccurate way without an automated process to preclude errors. Because of this, PF data analysts were required to clean and reorganize data so that data sets used for analysis represent the most reliable, consistent, and accurate information available.

Finally, because it is collected using business processes and systems that are not standardized across the department—where it is not captured in a consistent manner—data fields may be nuanced, counted differently, or called disparate titles. This leaves an inability to make an ‘apples to apples’ comparisons and identify trends over time. Many of these BPD data and information issues are described in more detail in the *BPD Technology Resource Study* which was submitted to the Court in June 2018.

Where possible, the PF team has assumed that police officers and other departmental personnel adhere to department policy and standard operating procedures. As an example, the team assumes that police officers assigned to patrol appropriately record their time and activity during their patrol shifts either in their Mobile Data Computers (MDCs) or by communicating it to the communications staff, and that it is properly entered into the CAD system. However, conversations throughout this staffing study process provide anecdotal evidence that this is not always an accurate and appropriate assumption.

2 The City of Baltimore

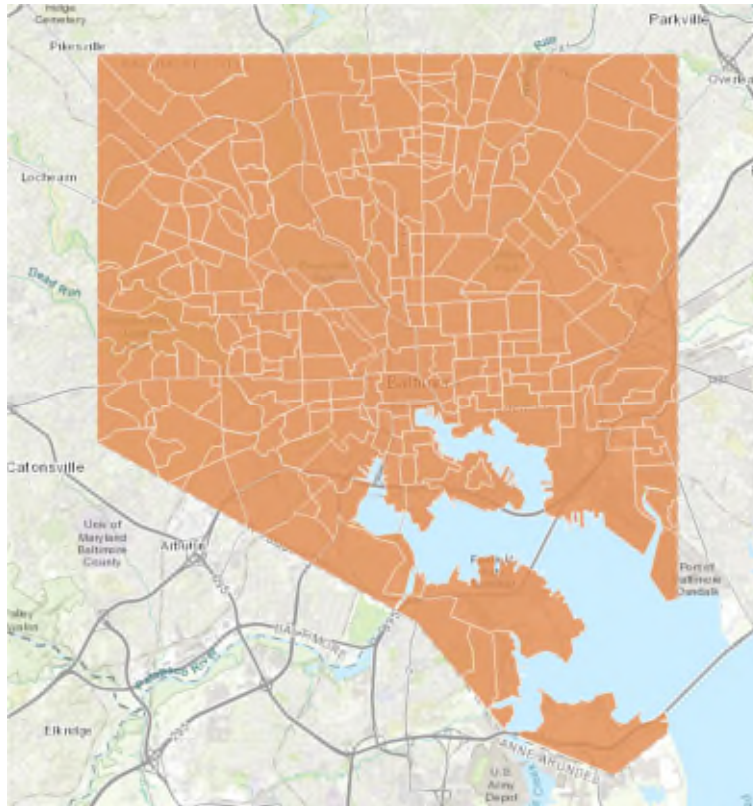
2.1 Geography, Population Trends, & Characteristics

Baltimore City is located in north-central Maryland and is bordered by Baltimore County, Patapsco River, and Anne Arundel County.²⁴ Encompassing 80 square miles, the City includes more than 280 distinctive residential neighborhoods and 13 colleges and universities, including Johns Hopkins University, Morgan State University, and the University of Maryland Baltimore.²⁵

Figure 2: Map of Baltimore City Neighborhood Boundaries

²⁴ Maryland State Archives. (2018, February 13). *Baltimore City, Maryland: Historical Chronology*. Retrieved from <http://msa.maryland.gov/msa/mdmanual/36loc/bcity/html/bcity.html>

²⁵ City of Baltimore. (2017, March). *Chief, Data and Technology*. Retrieved from <https://humanresources.baltimorecity.gov/sites/default/files/Chief%20Data%20Technology%20Police%20031717.pdf>



Source: City of Baltimore. (n.d.). *2010 Neighborhood Boundaries*. Retrieved from <http://cityview.baltimorecity.gov/maps/#/map/74d9786c1cb946fb89c8873cc37a0e04>

The City of Baltimore is largest city in the State of Maryland with a population of approximately 614,664 people²⁶ residing in more than 280 distinctive residential neighborhoods, covering 80 square miles. The City is also home to and 13 colleges and universities, including Johns Hopkins University, Morgan State University, and the University of Maryland Baltimore.²⁷ It is also home to historical landmarks such as Fort McHenry, the birthplace of the Star-Spangled Banner, and the B&O Railroad, the country's first commercial rail line.

Despite possessing vibrant communities and cultural institutions, the City struggles to retain residents. The population count for August 2015–July 2016 represents a decrease of a more than 1 percent over 12 months and mark the nearing of a 100-year population low.²⁸ At the same time, the population of the State of Maryland has grown overall from 5.77 million

²⁶ U.S. Census Bureau. (2017). *QuickFacts: Baltimore city, Maryland; United States*. Retrieved from <https://www.census.gov/quickfacts/fact/table/baltimorecitymaryland,US/PST045216>

²⁷ City of Baltimore. (2017, March). *Chief, Data and Technology*. Retrieved from <https://humanresources.baltimorecity.gov/sites/default/files/Chief%20Data%20Technology%20Police%20031717.pdf>

²⁸ Sherman, N. (2017, March 23). Baltimore population falls, nearing a 100-year low, U.S. Census says. *The Baltimore Sun*. Retrieved from <http://www.baltimoresun.com/news/maryland/baltimore-city/bs-bz-baltimore-population-loss-jumps-20170322-story.html>

residents in the 2010 Census to over 6 million in 2015.²⁹ Over the last few years, after decades of declines, Baltimore's economy has improved, with property wealth growing twice the rate of the rest of the State. However, many of Baltimore's poorest neighborhoods have yet to feel the growth.³⁰ Approximately twenty-two (21.8%) percent of the Baltimore City population lives in poverty, far higher than the 12.7 percent nationwide.³¹

According to 2016 Census estimates, 63.3 percent of the City population is black or African American alone compared to 13.3 percent nationwide. 31.4 percent of the City population is white, compared to 76.9 percent nationwide, and 5.1 percent of the City population is Hispanic or Latino, compared to 17.8 percent nationwide.³² At the same time, Baltimore has a long history of racial inequality and tension, particularly with its black residents. From the early 20th century on, City residents fought to overturn local Jim Crow laws and integrate local schools and public areas.³³ From 1951 to 1971, 80 to 90 percent of the 25,000 residents that were displaced to build new highways, schools, and housing projects in the City were predominantly black.³⁴

2.2 Crime Trends

Table 4 and Table 5 of this report in Chapter 1.1.1 provide historical UCR Part I crime data for the City of Baltimore.

Baltimore City struggles with one of the highest violent crime rates in the country. Violent crime—including homicide, rape, robbery, and aggravated assault—appeared in decline from 2012 to 2014 but rose in 2015 and 2016; the biggest increases were in homicides, shootings, and robberies.³⁵ In 2014, Baltimore had a violent crime rate of 1,338.54 per 100,000 people, lower than Memphis' 1,740.51 but higher than other cities similarly sized like DC, Boston, Nashville, and Oklahoma City, and with a higher homicide rate than each of these cities including Memphis.³⁶ In 2017, Baltimore had 343 homicides—it's third year in a row with more

²⁹ Duncan, I. (2016, March 24). Census data: Maryland suburbs show growth, Baltimore stalls. *The Baltimore Sun*. Retrieved from <http://www.baltimoresun.com/news/maryland/bs-md-maryland-census-numbers-20160323-story.html>

³⁰ Broadwater, L. (2017, February 4). Baltimore leads state in growth. *The Baltimore Sun*. Retrieved from <http://www.baltimoresun.com/news/maryland/bs-md-baltimore-economic-growth-20170204-story.html>

³¹ U.S. Census Bureau, *QuickFacts: Baltimore city, Maryland; United States*.

³² Ibid.

³³ Baltimore Heritage Area Association. (2014). *The Baltimore Experience*. Retrieved from <http://explorebaltimore.org/the-baltimore-experience/cityhistory/>

³⁴ Badger, E. (2015, April 29). The long, painful and repetitive history of how Baltimore became Baltimore. *The Washington Post*. Retrieved from https://www.washingtonpost.com/news/wonk/wp/2015/04/29/the-long-painful-and-repetitive-history-of-how-baltimore-became-baltimore/?utm_term=.e4e174437a99

³⁵ Kim, J.B. (n.d.). Violent crime in Baltimore, 2012-2017. *The Baltimore Sun*. Retrieved from <http://data.baltimoresun.com/news/violent-crime-2017/>

³⁶ CBS Chicago. (2015, October 22). Violent crime statistics for every city in America. *CBS*. Retrieved from <https://chicago.cbslocal.com/691526-2/>

than 300 and its second most in a single year,³⁷ giving it the highest per capita homicide rate among the 50 largest U.S. cities.³⁸

2.3 City Government

Baltimore City is an independent city governed by a Mayor and City Council. Elected by Baltimore voters to 4-year terms, the Mayor is the chief executive officer of the City, overseeing the execution of ordinances and resolutions and supervising municipal officers and agencies.³⁹ The Mayor oversees several city departments including the Baltimore Police Department.

The Baltimore City Council has 14 members, each representing a city district, and a City Council President.⁴⁰ The Mayor and City Council have the power to pass all city ordinances and resolutions.⁴¹ The Mayor has the sole power of appointment for municipal officers with confirmation by majority vote of the City Council.⁴²

An organizational chart of the Baltimore City Executive Branch is displayed in Figure 3.

³⁷ Rector, K. (2018, January 1). After third year of rampant violence, Baltimore searches wearily for answers. *The Baltimore Sun*. Retrieved from <http://www.baltimoresun.com/news/maryland/crime/bs-md-ci-2017-violence-20171229-story.html>

³⁸ Fenton, J. (2018, February 19). USA Today names Baltimore 'the nation's most dangerous city'. *The Baltimore Sun*. Retrieved from <http://www.baltimoresun.com/news/maryland/crime/bs-md-ci-usa-today-homicides-20180219-story.html>

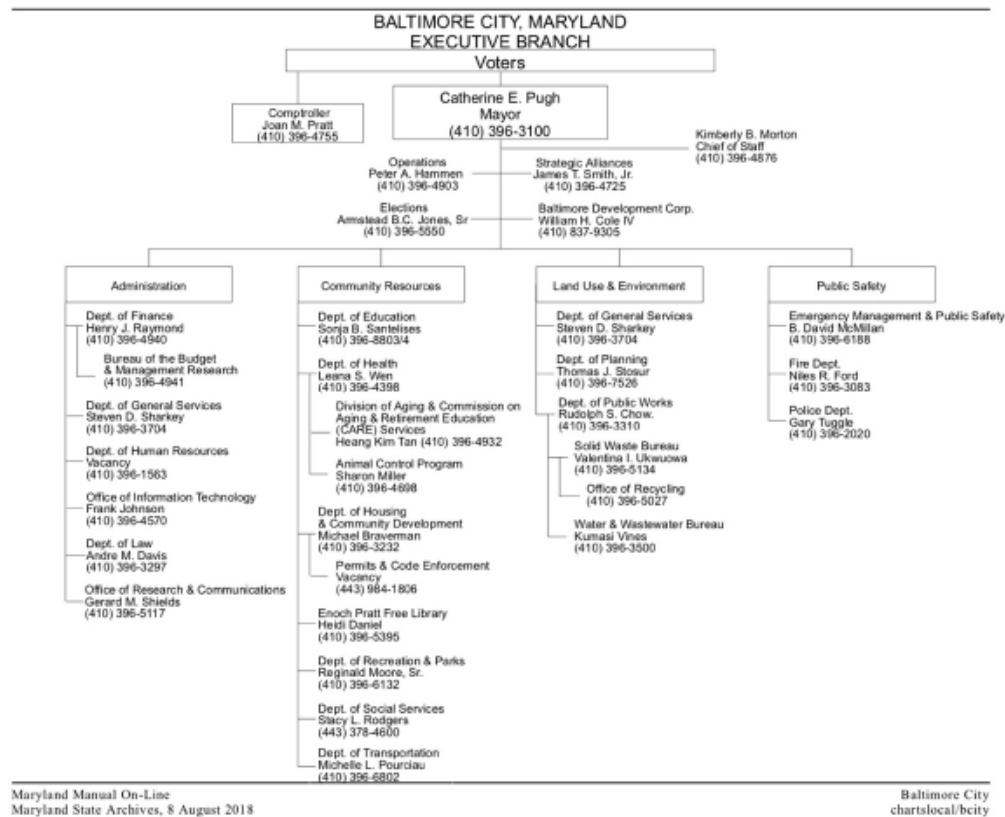
³⁹ Baltimore City Department of Legislative Reference. (2018, April 24). *Charter of Baltimore City*. Retrieved from <http://ca.baltimorecity.gov/codes/01%20-%20Charter.pdf>

⁴⁰ Maryland State Archives. (2017, October 27). *Baltimore City, Maryland: Legislative Branch*. Retrieved from <https://msa.maryland.gov/msa/mdmanual/36loc/bcity/html/bcityl.html>

⁴¹ Baltimore City Department of Legislative Reference. (2018, April 24). *Charter of Baltimore City*. Retrieved from <http://ca.baltimorecity.gov/codes/01%20-%20Charter.pdf>

⁴² Ibid.

Figure 3: City of Baltimore Organizational Chart



Source: Baltimore City Department of Legislative Reference. (2018, August 8). *Charter of Baltimore City*. Retrieved from <https://msa.maryland.gov/msa/mdmanual/36loc/bcity/pdf/bcity.pdf>

2.4 Baltimore Police Department

The Baltimore Police Department (BPD) has served as the primary law enforcement agency for the City of Baltimore since 1784.⁴³ Staffed by almost 3,100 sworn and civilian personnel, BPD is the 8th largest municipal police department in the U.S.⁴⁴ BPD is currently organized into three geographical areas comprised of nine districts, including Area 1 (Central, Northern, and Northwestern), Area 2 (Eastern, Northeastern, Southeastern), and Area 3 (Southern, Southwestern, Western).⁴⁵

⁴³ City of Baltimore. (2017, March). *Chief, Data and Technology*. Retrieved from <https://humanresources.baltimorecity.gov/sites/default/files/Chief%20Data%20Technology%20Police%20031717.pdf>

⁴⁴ Baltimore Police Department. (n.d.). *About the Department*. Retrieved from <https://www.baltimorepolice.org/about-department>

⁴⁵ Email from Commissioner to all BPD members. (2018, May 9). Received by PF team May 9, 2018.

2.4.1 Department Vision, Values, Mission and Goals

The mission and associated value statement of BPD is:

“The Baltimore Police Department is dedicated to upholding the Constitution and enforcing laws in a fair, impartial and ethical manner. We commit to creating and maintaining a culture of service that builds trust and legitimacy in all communities, values the sanctity of human life, and provides for the safety and well-being of all.”⁴⁶

The BPD mission is bolstered by nine core values:

- Accountability
- Community Collaboration
- Diversity and Inclusion
- Innovation
- Integrity
- Public Safety
- Safety and Wellness
- Service
- Trust and Respect⁴⁷

2.4.2 BPD Leadership & Organization

BPD has undergone organizational changes over the last several years. On January 19, 2018, Mayor Catherine Pugh appointed Darryl De Sousa as BPD’s ninth police commissioner since 1994.⁴⁸ In May 2018, Gary Tuggle became and is currently serving as interim police commissioner. The City is conducting a national search for a new police commissioner.

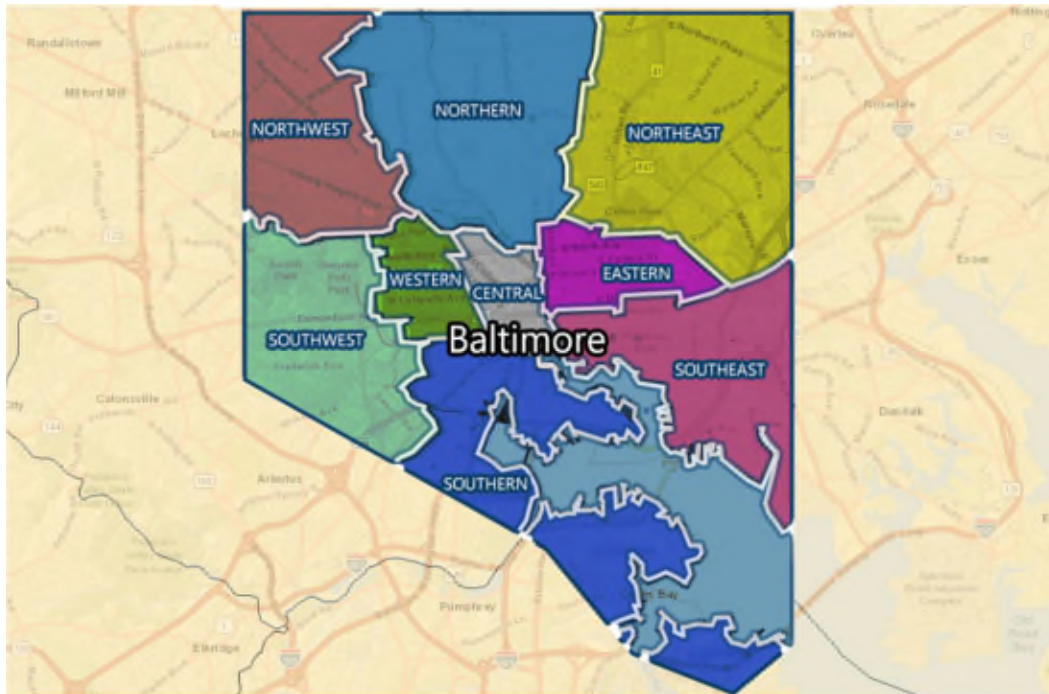
Under the oversight of the commissioner are the Operations and the Strategic Investigations and Support Services Bureaus. The Operations Bureau consists of the Neighborhood Patrol Division; the Special Operations Division; the Criminal Investigation Division, which includes all investigative units; and the Homeland Security Division, which includes communication, records and research, CitiWatch, building security, and information technology.

The Strategic Investigations and Support Services Bureau consists of the Youth and Community Division; the Office of Professional Responsibility; the Science and Management Services Division, which includes crime scene sciences and evidence control, the crime laboratory, medical, asset management, human resources, and the body-worn camera unit; Fiscal Services;

⁴⁶ At BPD’s request, this comes from the August 2018 version of the revised Mission Statement and Values. The full draft statement can be retrieved at <https://www.baltimorepolice.org/0000-draft-mission-statement>

⁴⁷ Ibid.

⁴⁸ Oppel, Jr., R.A. & Bromwich, J.E. (2018, January 19). *Baltimore Fires Another Police Commissioner, After Record High Murder Rate*. Retrieved from <https://www.nytimes.com/2018/01/19/us/baltimore-police-commissioner-fired.html>

Figure 5: Baltimore Police Department District Map

Source: Baltimore Police Department. (n.d.) "Districts." Retrieved from <https://www.baltimorepolice.org/districts/find-my-district>

Central District includes downtown and the University of Maryland, Baltimore, as well as Inner Harbor, Mount Vernon, Lexington Market, Maryland Science Center, National Aquarium, and many restaurants.⁵⁰ One of the most culturally diverse, Southeastern District is home to many Hispanic immigrants in Baltimore and is part of the Port of Baltimore, one of the oldest ports in the U.S. at over 300 years old.⁵¹ The smallest of the nine districts in size, Eastern District includes the Johns Hopkins Medical Campus.⁵² The largest of the nine districts in size, Northeastern District, is home to Morgan State University, Good Samaritan Hospital, Clifton Park Public Golf Course, Mt. Pleasant Public Golf Course, Lake Montebello, and Stadium Place.⁵³ Northern District includes some of the most affluent Baltimore neighborhoods, the Maryland Zoo, Johns Hopkins University Homewood Campus, Loyola University Maryland, and the Notre Dame of Maryland University.⁵⁴ Northwestern District has a diverse makeup of communities including the second-largest Orthodox Jewish community in the country. The district is home to

⁵⁰ Baltimore Police Department. (n.d.). *Central District*. Retrieved from <https://www.baltimorepolice.org/districts/central-district>

⁵¹ Baltimore Police Department. (n.d.). *Southeastern District*. Retrieved from <https://www.baltimorepolice.org/districts/southeastern-district>

⁵² Baltimore Police Department. (n.d.). *Eastern District*. Retrieved from <https://www.baltimorepolice.org/districts/eastern-district>

⁵³ Baltimore Police Department. (n.d.). *Northeastern District*. Retrieved from <https://www.baltimorepolice.org/districts/northeastern-district>

⁵⁴ Baltimore Police Department. (n.d.). *Northern District*. Retrieved from <https://www.baltimorepolice.org/districts/northern-district>

the Pimlico Race Course.⁵⁵ Western District has several historic neighborhoods and includes the University of Maryland's Biotech Campus and Coppin State University.⁵⁶ Southwestern District is home to a variety of communities as well as the Gwynns Falls Trail and Leakin Park, together comprising more than 1,000 acres.⁵⁷ M&T Bank Stadium and Camden Yards, are in the Southern District which is known for its rich history as home to Fort McHenry and the location of the birth of the Star Spangled Banner.⁵⁸ Table 6 displays demographics for each district based on a BPD compilation of 2014 U.S. Census Bureau totals.

Table 6: City of Baltimore Demographics by Police District, 2014

Police District	Total	White Alone	Black or African American Alone	American Indian / Alaska Native Alone	Asian Alone	Native Hawaiian / Other Pacific Islander Alone	Other Race Alone	Two or More Races
Central	38,663	12,745	22,119	116	2,128	26	485	1,044
Eastern	42,739	2,669	38,495	79	280	0	556	660
Northeastern	139,594	28,470	103,921	654	2,414	72	1,348	2,715
Northern	91,692	45,093	37,789	136	5,706	5	647	2,316
Northwestern	81,567	16,341	61,286	340	1,265	92	671	1,572
Southeastern	61,211	39,902	14,350	376	1,616	0	3,765	1,202
Southern	63,753	30,820	27,360	171	1,698	8	1,455	2,241
Southwestern	65,766	11,696	50,984	192	342	21	431	2,100
Western	37,286	644	36,008	30	81	6	182	335

Source: U.S. Census Bureau, 2014 American Community Survey 5-Year Data, compiled by Baltimore Police Department, provided to PF team, June 28, 2018.

3 National Comparisons

3.1 Comparisons to 'national police service standards'

Many times, police agencies undertaking staffing studies look for a national standard regarding the number of police officers they should employ for patrol and other support functions within the department. Their request is usually similar to, '*how many officers should we have per capita or per square mile or for our crime rate.*' Unfortunately, no such universal standard exists, and even if it did, this comparison could not sufficiently inform staffing decisions that address the nuances of each jurisdiction, community and police department. It simply would not provide an accurate or thorough approximation of the appropriate staffing to serve and

⁵⁵ Baltimore Police Department. (n.d.). *Northwestern District*. Retrieved from <https://www.baltimorepolice.org/districts/northwestern-district>

⁵⁶ Baltimore Police Department. (n.d.). *Western District*. Retrieved from <https://www.baltimorepolice.org/districts/western-district>

⁵⁷ Baltimore Police Department. (n.d.). *Southwestern District*. Retrieved from <https://www.baltimorepolice.org/districts/southwestern-district>

⁵⁸ Baltimore Police Department. (n.d.). *Southern District*. Retrieved from <https://www.baltimorepolice.org/districts/southern-district>

protect a specific jurisdiction. This requires a comprehensive qualitative and quantitative analysis of current departmental staffing, workload data (including department mission and calls for service data), as well as input from stakeholders involved.

As an example, police departments across the nation are warned against using a standard national police response time as a baseline from which to compare performance in a specific department for a number of reasons. In addition to the discussion above about this being only a part of the total picture of police performance, things like size and terrain of geographic area, traffic patterns, population, force strength, and crime rates also have an effect on how long it takes for an officer to respond to a call for service. Therefore, response times across the nation vary broadly, making comparisons or using a national 'police response time standard' as a baseline relatively ineffective.

3.2 Comparisons to other cities

As part of the staffing study, the BPD Compliance Unit asked that a review of the organizational structure and staffing of several other 'comparable' departments be included. While the PF understands the desire to learn from other law enforcement agencies, we also want to warn against placing too much emphasis on such comparisons. As mentioned previously, while the basic functions of law enforcement agencies are similar across departments, each agency varies greatly in how they execute the work, interact with their communities, and address the nuances of their jurisdiction. In addition, it is important to note that data gathered for comparison can vary between police departments, and so an 'apples to apples' comparison is difficult. As an example, some police departments may have crime laboratory services within the department, which would likely increase the percentage of civilians working in the department but would not necessarily be explained in a comparison such as this one. For these reasons, the below information should be used as just one of the many pieces of information used when making staffing decisions.

Tables 7-9 present characteristics of Baltimore next to 'comparable' cities selected by PF and BPD staff. Cities and their police departments were selected for a combination of factors that made them comparable to the City of Baltimore and BPD including: comparable population size, demographic composition, violent crime and homicide rates, involvement in a consent decree, and their civilian compared to sworn staffing level.

Table 7 below shows city demographics for each of the selected cities to provide context for the comparisons.

Table 7: City Demographics Comparisons

	Baltimore city, MD	Denver city, CO	Oakland city, CA*	Seattle city, WA*	Memphis city, TN	Washington city, DC	Detroit city, MI	New Orleans city, LA ^{59*}	Cleveland city, OH*	Newark city, NJ*
Population estimates (2016)⁶⁰	614,664	704,621	425,195	724,745	652,717	681,170	672,795	391,495	385,809	281,764
Population % change (2010-2016)	-1.0%	+17.5%	+8.8%	+19.1%	+0.1%	+13.2%	-5.8%	+13.9%	-2.7%	1.7%
Persons under 18 years (2010)	21.5%	20.7%	20.4%	15.3%	26.0%	16.8%	26.7%	21.3%	24.6%	25.6%
White alone (2010)⁶¹	29.6%	77.0%	38.2%	69.2%	29.4%	38.5%	10.6%	33.0%	37.3%	26.3%
Black or African American Alone (2010)	63.7%	9.8%	24.7%	7.1%	63.3%	50.7%	82.7%	60.2%	53.3%	52.4%
Median house-hold income (2012-2016)	\$44,262	\$56,258	\$57,778	\$74,458	\$36,975	\$72,935	\$26,249	\$37,488	\$26,583	\$33,025
Persons in poverty	23.1%	16.4%	20.0%	13.0%	27.6%	18.6%	39.4%	26.2%	36.0%	29.1%
Violent Crime Rate per 100,000 people (2014)⁶²	1,338.54	598.63	1,685.39	603.10	1,740.51	1,185.32	1,988.63	973.88	1,334.35	1,077.71
Homicide Rate per 100,000 people (2014)	33.84	4.66	19.51	3.92	21.38	15.94	43.52	38.75	16.21	33.32

Table 8 provides an overview of staffing for comparison cities.

⁵⁹ *Signifies consent decree city. While these cities do not have demographics that are as closely aligned to Baltimore, the inclusion of consent decree requirements provides a unique aspect of comparison.

⁶⁰ Population and income estimates have been pulled from the U.S. Census Bureau. See <https://www.census.gov/quickfacts/fact/table/baltimorecitymaryland,baltimorecitymarylandcounty,US/PST045216>

⁶¹ Demographic information has been pulled from the U.S. Census Bureau, American Fact Finder, Profile of General Population and Housing Characteristics: 2010, Demographic Profile Data. For more see <https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml#>

⁶² Crime rates have been pulled from CBS Chicago's calculations of violent crime statistics for American cities, based on FBI Uniform Crime Report numbers. For more see <http://chicago.cbslocal.com/691526-2/>

Table 8: Police Department Staffing Comparisons

	Baltimore city, MD	Denver city, CO	Oakland city, CA*	Seattle city, WA*	Memphis city, TN	Washington city, DC	Detroit city, MI	New Orleans city, LA ^{63*}	Cleveland city, OH*	Newark city, NJ*
Actual Department Staffing (2016)⁶⁴	2,908	1,799	1,046	1,946	2,385	4,352	2,855	1,403	1,678	1,383
Sworn	2,512	1,483	750	1,384	1,978	3,753	2,350	1,171	1,444	1,113
Sworn as a percentage of total actual department staffing	86.4%	82.2%	71.7%	71.1%	82.9%	86.2%	82.3%	83.5%	86.1%	80.5%
Civilian⁶⁵	396	316	296	562	407	599	505	232	234	270
Civilian as a percentage of total actual department staffing	13.6%	17.6%	28.3%	28.9%	17.1%	13.8%	17.7%	16.5%	13.9%	19.5%
Training	71							27 ⁶⁶	21 ⁶⁷	13 ⁶⁸
Office of Professional Standards	52 ⁶⁹							40 ⁷⁰	8 ⁷¹	21 ⁷²

⁶³ *Signifies a city that currently is or recently has been under consent decree. While these cities do not have demographics that are as closely aligned to Baltimore, the inclusion of consent decree requirements provides a unique aspect of comparison.

⁶⁴ Actual staffing as reported to the FBI. For more see <https://ucr.fbi.gov/crime-in-the-u.s/2016/crime-in-the-u.s.-2016/tables/table-26/table-26.xls/view>

⁶⁵ BPD's numbers include their full-service crime laboratory, which is primarily staffed by civilians. Few of the departments have full-service crime labs included as part of their actual department staffing; thus, BPD's comparative civilian to sworn staffing ratio may be even higher than if they did not have a crime lab and if the staff were not included.

⁶⁶ Email from staff member, New Orleans Police Department. (2018, May 4). Provided to PF team May 4, 2018.

⁶⁷ Email from Captain, Cleveland Division of Police. (2018, May 4). Provided to PF team May 4, 2018.

⁶⁸ Email from employee, Newark Police Division. (2018, May 11). Provided to PF team May 11, 2018.

⁶⁹ OPR Staffing Chart. (2018, May 9). Provided to PF team August 2, 2018.

⁷⁰ Email from staff member, New Orleans Police Department. (2018, May 4).

⁷¹ Email from Captain, Cleveland Division of Police. (2018, May 4).

⁷² Email from employee, Newark Police Division. (2018, May 11).

Annual 911 Calls for Service (Received calls unless otherwise noted)	1,102,121 (July 2016-June 2017)	558,948 (2016) ⁷³	866,331 (2015) ⁷⁴	1,500,600 (2016) ⁷⁵	652,122 (dispatched 2016) ⁷⁶	223,351 (dis-patch-ed 2015 partial) ⁷⁷	320,339 (2012) ⁷⁸	327,656 (2015) ⁷⁹	520,000 (dispatch-ed general estimate . Unified City Commu-nications Division receives 960,000 per year.) ⁸⁰
Calls for Service Call Priority	Priority 1 = high priority (emer-gency type), Priority 2 = medium priority (distur-bance type), Priority 3 = low priority (property type), Priority 4 = non-emer-gency	Priority 0 through 2 = immi-nent threat to life, Priority 3 and 4 = public quality of life issue, Priority 5 and 6 = proper-ty			Priority I = imminent threat, Priority II = immediate response, Priority III = routine request	Priority 1 = highest priority like active robber-ies or shoot-ings	Code Two = imme-diate response required, Code One = non-emer-gency, Code Zero = other		

⁷³ Oakland Police Department. (2016). *Oakland Police Department 2016 Annual Report*. Retrieved from <http://www2.oaklandnet.com/oakca1/groups/police/documents/webcontent/oak066735.pdf>

⁷⁴ Seattle Police Department. (n.d.). *Leading Police Reform: The Seattle Police Department's Strategies for the Future*. Retrieved from

https://www.seattle.gov/Documents/Departments/Police/Publications/Leading_Police_Reform.pdf

⁷⁵ Memphis Police Department. (2016). *Memphis Police Department 2016 Annual Report*. Retrieved from http://www.memphispolice.org/pdf/Annual%20Report/2016_MPD_Annual_Report_Web.pdf

⁷⁶ Metropolitan Police Department. (2016). *Metropolitan Police Department Annual Report 2016*. Retrieved from https://mpdc.dc.gov/sites/default/files/dc/sites/mpdc/publication/attachments/MPD%20Annual%20Report%202016_lowres.pdf

⁷⁷ Detroit Police Department. (2015). *Detroit Police Department: 2015 Annual Report*. Retrieved from <https://www.scribd.com/document/312605928/2015-Annual-Report-Detroit-Police-Department>

⁷⁸ Office of the Inspector General. (2014, May 28). *New Orleans Police Department Staffing and Deployment: Meeting the Demand of Citizen Calls for Service with Existing Resources*. Retrieved from http://www.nolaoig.gov/index.php?option=com_mtree&task=att_download&link_id=25&cf_id=37

⁷⁹ City of Cleveland. (2016, March 21). *2016 Budget Book*. Retrieved from http://www.city.cleveland.oh.us/sites/default/files/forms_publications/2016BudgetBook.pdf

⁸⁰ City of Newark. (n.d.). *Department of Public Safety*. Retrieved from <http://newarkpdonline.org/>

		related. 81			
Annual Highest Priority Calls	50,155			53,242 (2012) ⁸²	62,122 123,655
Total Police Budget⁸³	\$480,696,060 (FY2017 operating budget) ⁸⁴	\$171,741,291 (2014 actual budget) ⁸⁵	Approximately \$234,000,000 (2016 operating budget) ⁸⁶	\$245,584,140 (FY2016 actual budget) ⁸⁷	\$190,636,623 (FY2016 budget)
Total Police Expenditures			\$322,340,188 (2016 actual expenditure) ⁸⁸	\$543,434,479 (FY2016 total expenditure) ⁸⁹	\$270,939,087 (FY2017 actual expenditure) ⁹⁰

Table 9 shows comparison organizational structures and an overview of span of control. Generally, police organizations rely on a hierarchical structure to operate. Organizational

⁸¹ City of Denver. (2017). *Response Time Definitions from 911 Call to Arrived on Scene*. Retrieved from <https://www.denvergov.org/content/dam/denvergov/Portals/720/documents/statistics/2017/ResponseTimesfrom911CalltoArrivedonScene20132017.pdf>

⁸² Metropolitan Police Department. (2013, February). FY12 Performance Accountability Report. Retrieved from https://oca.dc.gov/sites/default/files/dc/sites/oca/publication/attachments/MPD_FY12PAR.pdf

⁸³ Caution to Readers about budget figure: Some cities have costs like IT, Fleet, and support services in a centralized budget and not in department budgets, so comparing budget ‘apples to apples’ between cities is extremely difficult.

⁸⁴ Baltimore Police Department. (2018). Baltimore Police Department. Retrieved from <https://www.baltimorepolice.org/>

⁸⁵ Denver Police Department. (2014). *2014 Annual Report: Denver Police Department*. Retrieved from https://www.denvergov.org/content/dam/denvergov/Portals/720/documents/AnnualReports/2014_Annual_Report.pdf

⁸⁶ Oakland Police Department. (2016). *Oakland Police Department 2016 Annual Report*. Retrieved from <http://www2.oaklandnet.com/oakca1/groups/police/documents/webcontent/oak066735.pdf>

⁸⁷ Memphis Police Department. (2016). *Memphis Police Department 2016 Annual Report*. Retrieved from http://www.memphispolice.org/pdf/Annual%20Report/2016_MPD_Annual_Report_Web.pdf

⁸⁸ <https://www.seattle.gov/city-budget/2018-proposed-budget/police>

⁸⁹ Metropolitan Police Department. (2016). *Metropolitan Police Department Annual Report 2016*. Retrieved from https://mpdc.dc.gov/sites/default/files/dc/sites/mpdc/publication/attachments/MPD%20Annual%20Report%202016_lowres.pdf

⁹⁰ City of Detroit. (2017, June 30). *Comprehensive Annual Financial Report*. Retrieved from <http://www.detroitmi.gov/Portals/0/docs/finance/accounting/City%20of%20Detroit%20FY17%20CAFR%20FINAL%20WEB.pdf?ver=2018-02-01-171352-813>

dimensions within the structure impact implementation of community policing philosophies within a department and should be carefully considered while making organizational decisions such as staffing requirements and particularly during reform efforts. Hierarchical organizations vary from other types of organizations in their task specialization, formalization, span of control, centralization versus decentralization, complexity, and the allocation of personnel in line vs. staff positions. These dimensions frame the way in which the organization operates.⁹¹

Organizational structures typically associated with community policing include the following characteristics:

- Decentralization – authority and responsibility delegated more widely so that commanders, supervisors, and officers can act more independently and be more responsive.
- Flattening – the number of layers of hierarchy in the police organization reduced in order to improve communications and reduce waste, rigidity and bureaucracy.
- De-specialization – the number of specialized units and personnel reduced, with more resources devoted to the direct delivery of police services and community-oriented policing to the general public.
- Teams – efficiency and effectiveness improved by asking employees to work together as teams to perform work, solve problems or look for ways of improving quality.
- Civilianization – positions currently held by sworn personnel reclassified or redesigned for non-sworn personnel, allowing both cost savings and better utilization of sworn personnel.⁹²

BPD should determine whether the current structure allows for the level of task specialization, formalization, span of control, centralization versus decentralization, complexity, and sworn vs. civilian staff allocation best support BPD's mission and goals. Applying these characteristics to the BPD organization, there are currently at least 5 levels of structure between the BPD chief executive (commissioner) and police officers assigned to sector patrol, more than any of the comparison cities. BPD should consider flattening their structure as a way to improve communication. The department should also ensure that supervisor to officer ratios in the districts remain approximately six or eight to one (6-8:1) even when the number of police officers assigned to sector patrol increases to budgeted levels.

Table 9: Police Department Organizational Structure and Span of Control Comparison⁹³

	Baltimore city, MD	Denver city, CO	Oakland city, CA*	Seattle city, WA*	Memphis city, TN	Washington city, DC	Detroit city, MI	New Orleans	Cleveland city, OH*	Newark city, NJ*
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⁹¹ Stojkovic, Kalinich, and Klofas. "Criminal Justice Organizations: Administration and Management." Sixth Edition. (2015). Cengage Learning.

⁹² Cordner, Gary. "Community policing." (2014). *The Oxford handbook of police and policing*: 148-171.

⁹³ Organizational charts for each of the comparable departments are listed in Appendix 13.4.

		city, LA ^{94*}								
Agency Head	Police Commissioner	Chief of Police	Chief of Police	Chief of Police	Director of Police Services	Chief of Police	Chief of Police	Superintendent of Police	Chief of Police and DC Executive Officer ⁹⁵	Chief of Police (who reports to Public Safety Director) ⁹⁶
Number of Direct Reports to Agency Head	7	4	5	4	8	8	5	7	7	7
Number of Bureaus/Divisions Reporting Directly to Agency Head	2	4	2	2	3	8	3	5	3	2
Number of Offices Reporting Directly to Agency Head	5	0	3	2	5	0	2	2	4	5
Organizational Level of the Patrol District	5	3	4	4	4	3	4	3	4	3

3.2.1 Denver, Colorado

The City of Denver has a population of 704,621 in its 155 square miles, making it slightly larger than Baltimore's population of 614,664 over 92.28 square miles. Approximately 1,799 employees serve the Denver Police Department, comprised of 1,483 sworn and 316 civilian members,⁹⁷ compared to BPD's 2,908 employees comprised of 2,512 sworn and 396 civilian members.

⁹⁴ * Signifies cities that are currently or have been recently under consent decrees. While these cities do not have demographics closely aligned to Baltimore, the inclusion of consent decree requirements provides a unique aspect of comparison.

⁹⁵ In Cleveland, Ohio, the DC Executive Officer reports to the Chief of Police and direct reports to both have been included in the table for consistency. The Chief of Police reports to the Safety Director, which directly oversees the Office of Professional Standards that is not reflected in the table.

⁹⁶ The Chief of Police is the agency head for police services in Newark, New Jersey, but reports to the Public Safety Director, which directly oversees other related divisions like Training, Human Resources, and Planning, not reflected in the table.

⁹⁷ Federal Bureau of Investigation. (2016). *2016 Crime in the United States: Colorado*. Retrieved from <https://ucr.fbi.gov/crime-in-the-u.s/2016/crime-in-the-u.s.-2016/tables/table-26/table-26-state-cuts/table-26-colorado.xls>

The Denver Police Department is led by a chief of police. Deputy chiefs oversee the Operations Bureau, which includes the patrol districts, Major Crimes Division, Investigative Support Division, Special Operations Division, and Forensics and Evidence Division, and Administration Bureau, which includes the Internal Affairs Division, Airport Police Division, Administrative Management Division, Operations Support Division, Training Division, and Crisis Services Division among other sections. Denver is organized into six patrol districts compared to Baltimore's nine. The Chief also directly oversees the Conduct Review Division and Chief of Staff/Community Relations Division.⁹⁸

3.2.2 *Oakland, California**

The City of Oakland has a population of 425,195 people, smaller than Baltimore's population of approximately 614,664. About 750 employees of Oakland Police Department's total 1,046 are sworn members, making it approximately 71.7 percent sworn and 28.3 percent civilian compared to BPD's 86.4 percent sworn and 13.6 percent civilian.⁹⁹ In 2016, Oakland received 558,948 calls for service, 254,017 of which were dispatched.¹⁰⁰ Covering over 77 square miles, Oakland Police Department is divided into two Bureaus of Field Operations and five patrol areas compared to BPD's 92.28 square miles and nine patrol districts.¹⁰¹

The Oakland Police Department is led by a chief of police with an assistant chief of police who oversee the Bureau of Field Operations 1, Bureau of Field Operations 2, Bureau of Investigations, Bureau of Services, Training Division, and Ceasefire. The chief also directly oversees the Internal Affairs Division, Office of Inspector General, Chief of Staff, and Intelligence Unit.¹⁰²

3.2.3 *Seattle, Washington**

The City of Seattle spans 83.78 square miles and is served by the Seattle Police Department with 1,946 employees, including 1,384 sworn members, making it approximately 71.1 percent sworn and 28.9 percent civilian, compared to BPD's 2,512 sworn members, which make BPD 86.4 percent sworn and 13.6 percent civilian.¹⁰³ Seattle has a population of about 724,745, which is slightly higher than Baltimore's population of 614,664. Seattle's 911 center handled

⁹⁸ Planning, Research and Support. (2017, June 4). *Organizational Chart*. Denver Police Department. Retrieved from <https://www.denvergov.org/content/dam/denvergov/Portals/720/documents/PoliceDeptOrgChart.pdf>

⁹⁹ Federal Bureau of Investigation. (2016). *2016 Crime in the United States: California*. Retrieved from <https://ucr.fbi.gov/crime-in-the-u.s/2016/crime-in-the-u.s.-2016/tables/table-26/table-26-state-cuts/table-26-california.xls>

¹⁰⁰ Oakland Police Department. (2016). *Oakland Police Department 2016 Annual Report*. Retrieved from <http://www2.oaklandnet.com/oakca1/groups/police/documents/webcontent/oak066735.pdf>

¹⁰¹ *Ibid.*

¹⁰² *Ibid.*

¹⁰³ Federal Bureau of Investigation. (2016). *2016 Crime in the United States: Washington*. Retrieved from <https://ucr.fbi.gov/crime-in-the-u.s/2016/crime-in-the-u.s.-2016/tables/table-26/table-26-state-cuts/table-26-washington.xls>

866,331 calls in 2015.¹⁰⁴ In January 2018, a U.S. District Judge found the Seattle Police Department in “full and effective compliance” with court-ordered reforms, a little over five years after entering into a consent decree with DOJ, and enabling the department to begin Phase II, a two-year review period.¹⁰⁵

A chief of police leads the Seattle Police Department. The chief directly oversees the senior police counsel, chief strategic advisor, deputy chief of operations, and chief operating officer. The deputy chief of operations oversees the Patrol Operations Bureau, Criminal Investigations Bureau, and Special Operations Bureau, as well as Community Outreach. The chief operating officer oversees the Compliance/Professional Standards Bureau, Human Resources, Chief Financial Officer, Information Technology, 911 Communications, and Public Affairs.¹⁰⁶

3.2.4 *Memphis, Tennessee*

Approximately 1,978 sworn officers and 407 civilian employees (a total of 2,385 employees) with the Memphis Police Department serve the city of about 656,434 people.¹⁰⁷ Comparatively, BPD has approximately 2,908 employees with 2,512 of those as sworn members. The City of Memphis spans 324 square miles, with two districts made up of nine police precincts, compared to the City of Baltimore’s 92.28 square miles covered by nine police districts. In 2016, the department handled a total of 977,954 calls for service, out of 1,500,600 emergency and non-emergency calls received, slightly lower than the 1,014,974 calls handled in 2015, and higher than the 903,112 calls handled in 2014.¹⁰⁸ BPD similarly receives approximately 1,102,121 calls for service annually. The Memphis Police FY2016 actual budget was \$5,162,192 for capital improvements, \$217,491,121 for personnel services, and \$22,930,827 for materials/supplies.¹⁰⁹

The Memphis Police Department is led by a director of police services. Under the director, a deputy director oversees the deputy chief of uniform patrol for District I, deputy chief of uniform patrol for District II, deputy chief of investigative services, and deputy chief of special operations. The deputy chief of administrative services and deputy chief of police information

¹⁰⁴ Seattle Police Department. (n.d.). *Leading Police Reform: The Seattle Police Department’s Strategies for the Future*. Retrieved from

https://www.seattle.gov/Documents/Departments/Police/Publications/Leading_Police_Reform.pdf

¹⁰⁵ Miletich, S., and M. Carter. (2018, January 10). “Seattle police found in ‘full and effective compliance’ with court-ordered reforms.” *The Seattle Times*. Retrieved from <https://www.seattletimes.com/seattle-news/crime/seattle-police-found-in-full-and-effective-compliance-with-court-ordered-reforms/>

¹⁰⁶ Seattle Police Department. (n.d.). *Leading Police Reform: The Seattle Police Department’s Strategies for the Future*. Retrieved from

https://www.seattle.gov/Documents/Departments/Police/Publications/Leading_Police_Reform.pdf

¹⁰⁷ Federal Bureau of Investigation. (2016). *2016 Crime in the United States: Tennessee*. Retrieved from <https://ucr.fbi.gov/crime-in-the-u.s/2016/crime-in-the-u.s.-2016/tables/table-26/table-26-state-cuts/table-26-tennessee.xls>

¹⁰⁸ Memphis Police Department. (2016). *Memphis Police Department 2016 Annual Report*. Retrieved from http://www.memphispolice.org/pdf/Annual%20Report/2016_MPD_Annual_Report_Web.pdf

¹⁰⁹ Ibid.

technology, along with some other units like Inspectional Services including Internal Affairs, report directly to the director.¹¹⁰

3.2.5 Washington, DC

Washington, DC has a population of more than 681,170, served by the Metropolitan Police Department with approximately 3,753 sworn officers and 599 civilians for a total of 4,352 employees (compared to BPD's 2,908 employees).¹¹¹ More than 3,000 are officers and detectives. The District's population grew by more than 13 percent between 2009 and 2016 while violent crime decreased by 21 percent. The department handled 652,122 calls for service in 2016, an increase from 629,526 in 2015 and 593,754 in 2014.¹¹² This is generally lower than BPD's 1,102,121 calls for service from July 2016-June 2017. Generally, for the Metropolitan Police Department, Priority I calls involve an imminent threat to someone's safety or significant property damage, Priority II calls require immediate response but do not involve an imminent threat, and Priority III calls involve routine requests for police services that do not involve an imminent threat (compared to BPD's predominant use of four different priority types).¹¹³ The District is 68.34 square miles and is divided into seven districts compared to Baltimore's 92.28 square miles divided into nine police districts. The department's FY2016 total gross expenditures totaled \$543,434,479.31. Of this, the department spent \$459,824,918.59 on total personnel services, which included \$34,845,428.32 on overtime, and \$83,609,560.72 on non-personnel services including supplies, fixed costs, contracts, subsidies and transfers, and equipment.¹¹⁴

The Metropolitan Police Department's chief of police oversees seven major bureaus: Patrol Services North, Patrol Services South, Homeland Security Bureau, Corporate Support Bureau, Professional Development Bureau, Investigative Services Bureau, and Internal Affairs Bureau. The chief also has a chief operating officer who oversees the Office of Communications, Strategic Change Division, Executive Protection Unit, Office of the Chief Information Officer, and Office of Risk Management, among other offices.¹¹⁵

¹¹⁰ Memphis Police Department. (2017, July). *Organizational Structure*. Retrieved from http://www.memphispolice.org/pdf/Organizational_Chart_July_2017.pdf

¹¹¹ Federal Bureau of Investigation. (2016). *2016 Crime in the United States: District of Columbia*. Retrieved from <https://ucr.fbi.gov/crime-in-the-u.s/2016/crime-in-the-u.s.-2016/tables/table-26/table-26-state-cuts/table-26-district-of-columbia.xls>

¹¹² Metropolitan Police Department. (2016). *Metropolitan Police Department Annual Report 2016*. Retrieved from https://mpdc.dc.gov/sites/default/files/dc/sites/mpdc/publication/attachments/MPD%20Annual%20Report%202016_lowres.pdf

¹¹³ Metropolitan Police Department. (2008). *Metropolitan Police Department Annual Report 2008*. Retrieved from https://mpdc.dc.gov/sites/default/files/dc/sites/mpdc/publication/attachments/ar_2008_web.pdf

¹¹⁴ Metropolitan Police Department. (2016). *Metropolitan Police Department Annual Report 2016*. Retrieved from https://mpdc.dc.gov/sites/default/files/dc/sites/mpdc/publication/attachments/MPD%20Annual%20Report%202016_lowres.pdf

¹¹⁵ Metropolitan Police Department. (2018, March 30). *Organizational Chart*. Retrieved from https://mpdc.dc.gov/sites/default/files/dc/sites/mpdc/publication/attachments/MPD%20Org%20Charts_02202018.pdf

3.2.6 Detroit, Michigan

The City of Detroit encompasses 142.9 square miles, greater than Baltimore's 92.28 square miles, and has a population of approximately 669,673, slightly higher than Baltimore's population of approximately 614,664. 2,350 sworn officers and 505 civilian employees, a total of 2,855 employees, serve with the Detroit Police Department (compared to BPD's 2,512 sworn and 396 civilians for a total of 2,908 employees).¹¹⁶ In 2015, DPD addressed 223,351 calls for service from January 1 through November 2, including 62,122 calls that they label Priority 1, which indicates the highest priority like active robberies or shootings. In comparison, BPD received 50,155 calls from July 2016-June 2017 that they labeled high priority emergency-type calls. For these Priority 1 calls, DPD reports an average total response time of 14.47 minutes (including averages of 4.95 minutes in the queue and 9.52 minutes in travel time).¹¹⁷ City of Detroit actual expenditures on police in FY2017 were \$270,939,087.¹¹⁸

DPD is led by a chief of police. Assistant chiefs oversee Enforcement Operations, the Office of the Chief, and Administrative Operations. Enforcement Operations includes DPD's 12 patrol districts, the Metro Division, Criminal Intelligence, Cease Fire, and the Detective Bureau. The Office of the Chief includes Media Relations, Labor Relations, Professional Standards, Human Resources, and Budget Operations. Administrative Operations includes Resource Management, Communications Bureau, Technology Services Bureau, and Support Services.¹¹⁹

3.2.7 New Orleans, Louisiana*

The City of New Orleans, Louisiana, has a population of 398,208, lower than Baltimore's 614,664. New Orleans spans approximately 350 square miles, half of which is water. The New Orleans Police Department has 1,403 employees, including 1,171 sworn officers and 232 civilian employees.¹²⁰ (BPD has 2,908 employees, including 2,512 sworn and 396 civilian). In 2013, the City of New Orleans, the New Orleans Police Department, and DOJ entered into a consent decree. In 2014, the City's Office of Inspector General concluded a final report on New Orleans Police Department Staffing and Deployment report, which found that in 2012, NOPD received 6,139 Code Zero calls, 134,430 Code One (non-emergency) calls, and 123,655 Code Two (immediate response required) calls, not including other calls that led NOPD's citizen generated

¹¹⁶ Federal Bureau of Investigation. (2016). *2016 Crime in the United States: Michigan*. Retrieved from <https://ucr.fbi.gov/crime-in-the-u.s/2016/crime-in-the-u.s.-2016/tables/table-26/table-26-state-cuts/table-26-michigan.xls>

¹¹⁷ Detroit Police Department. (2015). *Detroit Police Department: 2015 Annual Report*. Retrieved from <https://www.scribd.com/document/312605928/2015-Annual-Report-Detroit-Police-Department>

¹¹⁸ City of Detroit. (2017, June 30). *Comprehensive Annual Financial Report*. Retrieved from <http://www.detroitmi.gov/Portals/0/docs/finance/accounting/City%20of%20Detroit%20FY17%20CAFR%20FINAL%20WEB.pdf?ver=2018-02-01-171352-813>

¹¹⁹ Detroit Police Department. (2015). *Detroit Police Department: 2015 Annual Report*. Retrieved from <https://www.scribd.com/document/312605928/2015-Annual-Report-Detroit-Police-Department>

¹²⁰ Federal Bureau of Investigation. (2016). *2016 Crime in the United States: Louisiana*. Retrieved from <https://ucr.fbi.gov/crime-in-the-u.s/2016/crime-in-the-u.s.-2016/tables/table-26/table-26-state-cuts/table-26-louisiana.xls>

calls for service to equal 320,339.¹²¹ Comparatively, BPD received 50,155 calls that they labeled high priority emergency-type calls. Since the report's recommendations, NOPD has increased the number of officers available for patrol such as by reassigning officers, civilianizing roles, and staggering shift times.¹²²

The department is led by the superintendent of police. The superintendent oversees five bureaus, each of which is led by a deputy superintendent: Field Operations Bureau, Investigations and Support Bureau, Public Integrity Bureau, Management Services Bureau, and Compliance Bureau. In addition, the superintendent directly oversees the News Media Relations/Public Affairs Office as well as the Administrative Office/General Operations, which includes Inter-Bureau Coordination and the Crime Prevention Section.¹²³

3.2.8 Cleveland, Ohio*

The City of Cleveland is 82.39 square miles and has a population of 386,227, lower than Baltimore's 614,664. Approximately 1,444 sworn officers and 234 civilian employees, a total of 1,678 employees, serve in the Cleveland Division of Police (compared to BPD's 2,512 sworn and 396 civilian for a total of 2,908 employees).¹²⁴ Following a 2014 DOJ investigation, the City of Cleveland and DOJ entered into a consent decree, which will require a comprehensive staffing study.¹²⁵ In 2016, Cleveland dispatched 266,407 calls for service, including both 911 and non-emergency calls.¹²⁶ The Cleveland Police receives about 327,656 911 calls per year and investigated 66,895 cases in 2015.¹²⁷ The 2016 police department was \$190,636,623, a six percent increase over the previous year, but Cleveland also hosted the Republican National Convention in the same year. This police budget comprised \$128,319,105 in salaries and wages, \$52,417,897 in benefits, \$5,500 for other training and professional dues, \$2,016,865 for utilities, \$618,180 in contractual services, \$481,500 for materials and other supplies, \$539,000

¹²¹ Office of the Inspector General. (2014, May 28). *New Orleans Police Department Staffing and Deployment: Meeting the Demand of Citizen Calls for Service with Existing Resources*. Retrieved from http://www.nolaoig.gov/index.php?option=com_mtree&task=att_download&link_id=25&cf_id=37

¹²² New Orleans Office of Inspector General. (2016). *Progress and Productivity: 2016 Annual Report*. Retrieved from <http://www.nolaoig.gov/images/OIG-2016-AnnualReport-2.pdf>

¹²³ New Orleans Police Department. (n.d.). *Office of the Superintendent*. Retrieved from <https://www.nola.gov/getattachment/NOPD/About-Us/Bureaus/NOPD-ORGANIZATIONAL-STRUCTURE.pdf/>

¹²⁴ Federal Bureau of Investigation. (2016). *2016 Crime in the United States: Ohio*. Retrieved from <https://ucr.fbi.gov/crime-in-the-u.s/2016/crime-in-the-u.s.-2016/tables/table-26/table-26-state-cuts/table-26-ohio.xls>

¹²⁵ Cleveland Police Monitoring Team. (2018, January). *Fourth Semiannual Report*. Retrieved from <https://static1.squarespace.com/static/5651f9b5e4b08f0af890bd13/t/5a689fa8f9619a7f3c94f209/1516806060082/Fourth+Semiannual+Report-FILED.pdf>

¹²⁶ Cleveland Division of Police. (2016). *2016 Year End Report*. Retrieved from http://www.city.cleveland.oh.us/sites/default/files/forms_publications/PoliceStatsYearEndReport2016.pdf?id=11103

¹²⁷ City of Cleveland. (2016, March 21). *2016 Budget Book*. Retrieved from http://www.city.cleveland.oh.us/sites/default/files/forms_publications/2016BudgetBook.pdf

in maintenance, \$260,000 in claims, refunds, and maintenance, and \$5,978,578 in interdepartmental service charges.¹²⁸

Led by a chief of police, the Division of Police is organized into Administrative Operations, Field Operations, and Homeland Special Operations.¹²⁹ The City is organized into five police districts, compared to BPD's nine districts.

3.2.9 Newark, New Jersey*

With approximately 1,383 employees, comprised of 1,113 sworn officers and 270 civilian employees (compared to BPD's 2,908 employees made up of 2,512 sworn and 396 civilian), the Newark Police Division serves the City of Newark, New Jersey.¹³⁰ Smaller in geographic size and population than Baltimore, Newark encompasses 25.98 square miles and has a population of 281,450. In 2016, the City of Newark and DOJ entered into a consent decree focused on internal affairs; stops, searches, and arrests; community engagement and civilian oversight; use of force; data systems improvements; bias free policing; and in-car and body-worn cameras.¹³¹ The City's Communications Division handles approximately 960,000 emergency and non-emergency calls per year, including more than 52,000 calls for service responded to by the Police Division yearly (compared to BPD's 1,102,121 calls for service received from July 2016-June 2017).¹³²

The Newark Police Department has a public safety director who directly oversees the chief of staff, which includes the Training Division; a special assistant who oversees the Public Information, Candidate Investigations, and Community Affairs Units; a special assistant who oversees the Finance and Grants Section; the Consent Decree and Planning Division; Human Resources Division; and chief of police. The chief of police oversees the Operations Bureau, which includes Newark's five precincts and the Special Operations, Special Victims, General Crimes, Major Crimes, and Special Enforcement Divisions; and the Support Services Bureau, which includes Communications, Municipal Arrest Processing, Municipal Holding, and Property and Evidence. The chief of police also oversees the Office of Professional Standards, Command Operations Center, Comstat/UCR Unit, Alcohol Beverage Control, and Executive Production Unit.¹³³

¹²⁸ Ibid.

¹²⁹ City of Cleveland Department of Public Safety. (2011, January 3). *Division of Police Organizational Structure*. Retrieved from http://www.city.cleveland.oh.us/sites/default/files/forms_publications/CPDOrgChart.pdf?id=2889

¹³⁰ Federal Bureau of Investigation. (2016). *2016 Crime in the United States: New Jersey*. Retrieved from <https://ucr.fbi.gov/crime-in-the-u.s/2016/crime-in-the-u.s.-2016/tables/table-26/table-26-state-cuts/table-26-new-jersey.xls>

¹³¹ NPD Independent Monitor. (n.d.). *The Consent Decree*. Retrieved from <https://www.newarkpdmonitor.com/overview/>

¹³² City of Newark. (n.d.). *Department of Public Safety*. Retrieved from <http://newarkpdonline.org/>

¹³³ Newark Police Division. (2018, March 5). *Newark Police Division Organizational Plan*. Provided to PF team from Newark Police Division employee via email May 11, 2018.

4 Patrol Analyses of Baltimore Police Services

While the BPD total budgeted staffing for 2017 was 3,354 total personnel (2,846 sworn and 508 civilian), its funded staffing was 3,128 (2,621 sworn and 507 civilian), and its actual staffing (filled positions) was 2,956 (2,526 sworn and 430 civilian) with Department-wide vacancies¹³⁴ of 172 (3.0 percent sworn and 2.5 percent civilian out of total funded). Sworn funded staffing in 2017 was 2,621 with 2,117 assigned to patrol. Not all of these sworn personnel are assigned to street patrol functions.

In July 2018, under Commissioner Tuggle, BPD assigned 115 additional officers to sector patrol, placed in districts to serve in patrol functions.¹³⁵ Twenty-one of these officers were pulled from district burglary units, which was dissolved in the process, while the remainder were serving as foot patrols in specially-assigned areas in the city.¹³⁶

This chapter will provide methodology and justification used for developing recommended sector patrol staffing levels.

4.1 Methodology & Data

The International City/County Management Association Center for Public Safety Management (ICMA/CPSM) in their report titled, “An analysis of police department staffing: How many officers do you need?”¹³⁷ identifies five common methods for determining staffing models: crime trends, per-capita, minimum staffing, budgeted positions, and workload analysis. The report identifies the workload analysis model as the superior methodology for identifying police department staffing needs based on its reliance on actual levels of demand for police services and attempts to match the demand with the supply of services. As is the case with any staffing model, shortcomings exist. The level of demand in the workload analysis model relies on calls for service data retrieved from the dispatch system and without adjustment does not take into consideration community expectations and operational demands facing the department. Those perspectives, however, should be sought and taken in to consideration along with the workload analysis. Although somewhat complex, the workload demand model is considered to be the most accurate and reliable predictor of police staffing levels.¹³⁸ The PF team used this workload

¹³⁴ BPD calculates vacancies as funded to actual.

¹³⁵ Duncan, I. “Baltimore Police assign 115 extra officers to patrol the streets in hopes of curbing overtime spending, crime.” (2018, July 11). *Baltimore Sun*. Retrieved from <http://www.baltimoresun.com/news/maryland/crime/bs-md-ci-extra-police-officers-20180711-story.html>

¹³⁶ PF team call with Lieutenant, BPD. (2018, August 9).

¹³⁷ McCabe, James. *An Analysis of Police Department Staffing: How Many Officers Do You Really Need?* (2014). Retrieved from

https://icma.org/sites/default/files/305747_Analysis%20of%20Police%20Department%20Staffing%20_%20McCabe.pdf

¹³⁸ Ibid.

analysis methodology to determine the number of police officers assigned to sector patrol needed in each BPD district to handle their workload.

Following the workload analysis model, a comprehensive analysis of patrol is designed to determine the number of officers required to handle calls for service in a city and allows for adequate unallocated time for self-initiated activity (including community engagement and other leadership-defined priorities). The analysis should account for all variables including but not limited to response time, time on scene, and report writing time, for all police officers assigned to the call.

The first step of the analysis used calls for service (CFS) records pulled from the BPD computer aided dispatch (CAD) system for the period July 1, 2016 – June 30, 2017.¹³⁹ Using this data, the following section provides an overview of BPD's 911 CFS call priority and response time. After organizing and cleaning the data, PF team members generated citywide calls for service counts by priority type and average response time for each priority type.

Team members then converted and separated the CAD CFS data by each of the nine patrol districts. The PF team used this data to conduct preliminary analyses of each district for 911 CFS and self-initiated types of police officer activity. The PF team generated the average number of CFS for each district and identified the most frequent types of dispatched CFS as well as the most frequent types of self-initiated activities recorded in CAD. The PF team also calculated the average amount of police officer time spent answering CFS, self-initiated activities, and details. Based on these calculations, the PF team calculated the average total amount of time consumed for each district. These were compared to staffing weekly hours derived from February 3-20, 2018 shift strength reports to provide district-level summaries of current demand for police officer time.

Finally, the team requested payroll data from January 1, 2017 through December 31, 2017 with leave codes. The payroll data was used to calculate vacation, holidays, sick leave, training time and other leave or activity time that takes officers out of the patrol function. These provided the amount of focused patrol time officers are available to actually 'work the street.' The PF team also requested lists of officers assigned to each district in January and December of 2017 to generate lists of officers who worked in the district for the full year.

After extensive cleaning and organizing, the data provided the average amount of time over the course of a year that officers are available for patrol functions. Considering BPD's existing average CFS and self-initiated workloads, the PF team calculated the number of officers needed for each district to handle CFS and self-initiated activities for 60 percent of time focused on responding to CFS and 40 percent of time for priorities directed by the agency, specifically community engagement, problem solving, and other self-initiated activities. This analysis

¹³⁹ Five years of CAD data were requested but inconsistencies in the data, including a change in the CAD system in the last five years, prompted the PF team to receive and focus on analyzing one year.

(outlined in Table 14 below) provides the results of the workload analysis with recommended number of police officers assigned to sector patrol necessary to serve the city of Baltimore.

4.1.1 Data and Analysis Limitations

The data analyses conducted are based on the accuracy of the data used. A reliable analysis thus depends on extensive, consistent, and accurate data such that workload can be measured in the total time required to handle a particular call type. As the *BPD Technology Resource Study* (submitted to the Court in June 2018) notes in more detail, data entries may not always be entered into systems properly, policy and protocol may not be followed, and a reliance on multiple different systems may encourage discrepancies. As an example, the PF data analyst found that in many instances the data field for officers' arrival time on scene was left blank. This means that either the officer did not call in his arrival on-scene to communications, or it was not entered into CAD by dispatch personnel. Either way, this absence of data could artificially inflate response times for calls for service. For this reason, those CFS without arrival times listed were removed from our data set. A number of other limitations are noted in each of the following sections.

Although imprecise due to data limitations, the PF team believes that this analysis is an accurate analysis and estimation of required patrol staffing requirements. This analysis can provide BPD with a solid foundation on which to build a staffing plan that will set BPD up for successful policing in Baltimore.

4.2 Response Times as Part of a Broader Measure of Police Performance

To the community, the time it takes a police officer to respond to a call for service (CFS) is extremely important. The public wants to know that an officer will show up in a timely manner to solve a problem and keep them safe. However, this measure is only a piece of a larger analysis of the quality of police service. Research in this area has shown that, "Shortening police response may have little effect on the chances of a burglar or robber being caught."¹⁴⁰ While response time is important, it needs to be considered as part of a comprehensive strategy that focuses on improving community trust as well as addressing crime, the perception of crime and safety, and the commitment to community policing and engagement.

The response times analysis conducted here should be used to inform the patrol staffing plan. If current response times are to be improved, for example, BPD should take this into consideration while determining patrol allocation and deployment across the city.

4.2.1 Call Priority

¹⁴⁰ Police Foundation. (n.d.). *Community Policing*. Retrieved from <http://www.policefoundation.org/content/community-policing>

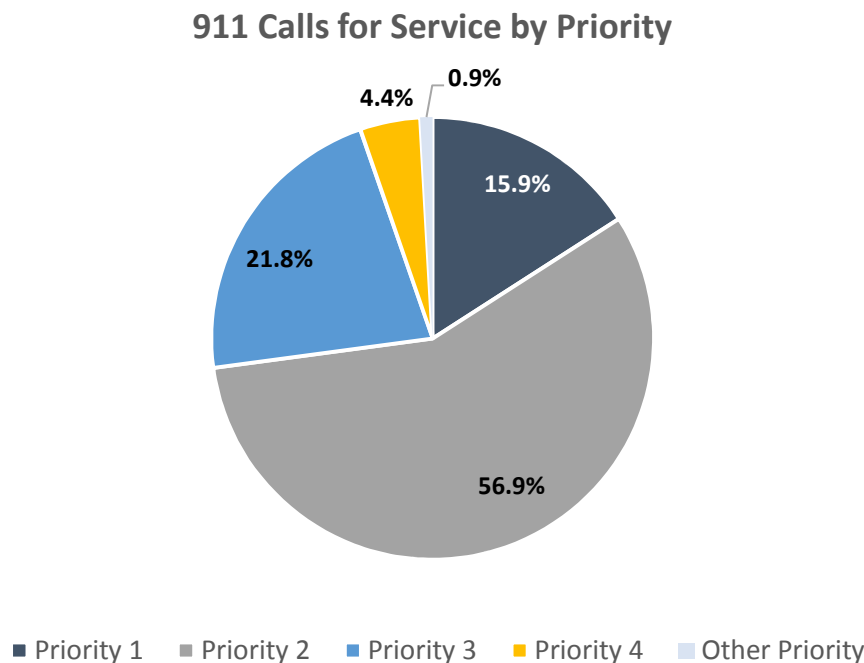
Police response to community calls for service are typically triaged based on the danger that exists at the time of the call and the severity of the crime. For example, a shooting in progress would be a higher priority than a burglary where the suspect has left the premises.

The BPD, like most police departments, uses a coding system to establish call priority. Calls are prioritized as follows:

- **Priority 1:** High priority emergency-type calls and those involving serious crimes such as shootings, aggravated assaults, or robbery
- **Priority 2:** Medium priority, disturbance-type calls -such as neighbor/family disputes, missing persons, suspicious person, or drug activity-in the neighborhood
- **Priority 3:** Low priority property-type crimes, such as destruction of property, larceny, or auto theft.
- **Priority 4:** Non-emergency calls in which no urgency exists, but police response is requested.
- **Other Priority:** A very small percentage of calls are labeled another priority type like priority 5, "out of service," or priority E, "emergency."

The percentage of calls for each priority type are illustrated in Figure 6 below. The greatest volume of calls exists within Priority 2. When combined, priorities 2 and 3 account for 78.7 percent of all dispatched call activity in Baltimore. Table 31 in Appendix 13.7.1 displays a review of the data by district, which shows very similar call priority ratios.

Figure 6: Citywide 911 Calls for Service by Priority



Note: This figure does not include records that either had a blank district field or some designation other than one of the districts.

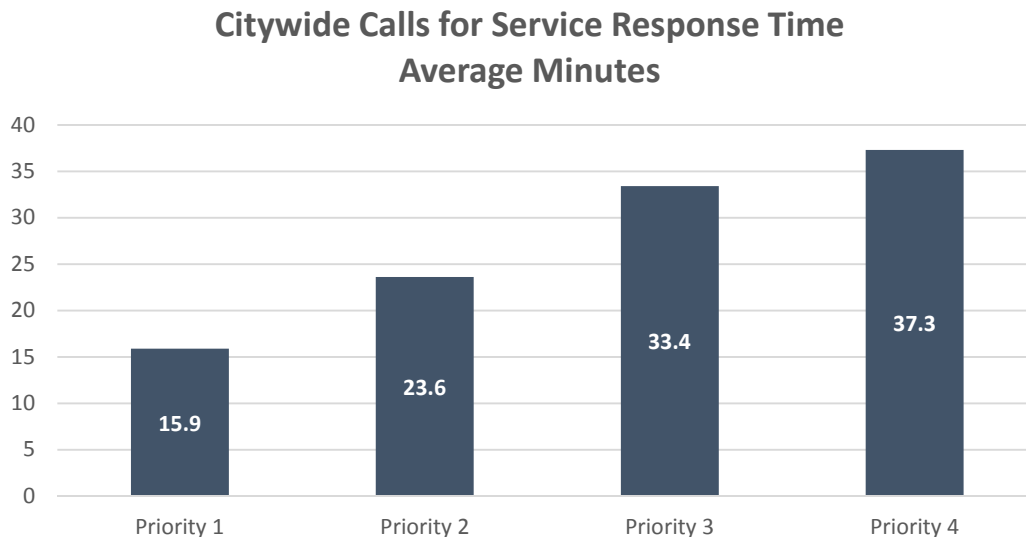
Source: BPD Computer Aided Dispatch data, July 1, 2016 - June 30, 2017.

A review of the average response times for each of the four priorities is illustrated in Figure 7 below. Response time for this table was calculated from the time a call is received at the Baltimore Police Dispatch Center to the time the first officer arrived at the scene. The average response times range from a low of 15.9 minutes for a Priority 1 call to 37.3 minutes for Priority 4 call.

When the range is examined at the district level, the Western District has the fastest response time in all four priorities followed by the Eastern District. The slowest response time in all four priorities is Southwestern District. By comparison the response time for Priority 1 calls in the Western District is over 5 minutes faster than Southwestern District, Western's response to Priority 2 calls is over 10 minutes faster, the district's response to Priority 3 calls is nearly 16 minutes faster, and for Priority 4, Western is 13.3 minutes faster than Southwestern. It is important to note, however, that each district has unique call volumes, geographic sizes, logistics, administrative and staffing considerations.

The district to district comparison, therefore, provides little in the way of valuable insight into staffing. However, BPD would gain valuable information by investigating these variations and using the conclusions to inform patrol staffing and deployment in the districts to create efficiencies in response to calls for service.

Figure 7: Citywide Average Response Time



Note: Figure uses data that includes only one record per call. Back-up units are not included. Only those calls with arrival times are in this data.

Source: BPD Computer Aided Dispatch data, July 1, 2016 - June 30, 2017.

4.3 BPD Patrol Workload Analysis (2016-2017)

Like in most American law enforcement agencies, BPD police officers assigned to sector patrol spend their time responding to calls for service from the public, engaging in field-initiated activity, and performing a variety of administrative tasks. The public asks for police service by calling the police dispatch center—either through 911 or on a non-emergency line. They may also hail an officer in the field or come to a police facility seeking help. Police officers responding to a call from the public may handle the incident in several different ways. They may handle it informally, simply solving the problem at hand, directing individuals to other resources, or a myriad of other ways. They may write a report if a crime has been committed or the situation warrants documenting the incident. If circumstances justify it, they may issue a citation or make an arrest. Time spent on calls for service may also include the time it takes an officer to write a report.

Other police officer activity occurs when officers personally observe some activity worthy of further police attention (usually referred to as “on-view” or “self-initiated”). Police officers initiate an action because they see suspicious behavior, observe a traffic violation, are conducting a follow-up investigation to gather more information on a previous case, are positively engaging with the community, or are looking for suspects with outstanding warrants. Such activities are products of an officer’s discretion. The officer decides when and where to begin these encounters. The frequency of self-initiated activities performed by an officer is dependent, to some extent, on how busy the officer is with calls for service, an officer’s initiative, and the behavior of those he/she encounters.

4.3.1 Workload Analysis Background

The PF requested a year of CAD data (July 1, 2016 – June 30, 2017), to assess patrol workload in Baltimore. Because this analysis of patrol workload is based on how police officers use the time that they are allocated during a shift, the data furnished by the BPD included the activity of each in-service officer in each of the nine districts during each shift on each call or self-initiated activity. **The resulting database includes 1,198,909 records of individual 911 calls for service and self-initiated activity.**

The data illustrated in Table 10 below represents the numbers of calls broken down by calls for service (CFS) and self-initiated (SI). Citywide, the database documented 1,102,121 calls for service, which includes 911/no voice calls, and documented 96,788 instances categorized by BPD as self-initiated activity.

It is worthy to note that community-initiated calls for service are documented in the dispatch system when the call is received. This means that BPD’s CAD should document all 911 calls received. Therefore, the workload generated is fairly reliable. Capturing self-initiated activity is less reliable because it requires an officer to notify dispatch of the activity. Many variables may

influence an officer's decision to place themselves on a self-initiated activity including Department Policy, volume of radio traffic, shift norms, and intuition.

Table 10: Breakdown of Calls for Service and Self-Initiated Activity by Baltimore City Police Officers

District	Total	Calls for Service (CFS)	Self-Initiated (SI)	Percent CFS
1 – Central	135,038	123,061	11,977	91%
2 – Southeastern	129,096	119,090	10,006	92%
3 – Eastern	123,895	109,461	14,434	88%
4 – Northeastern	177,018	164,940	12,078	93%
5 – Northern	132,765	124,340	8,425	94%
6 – Northwestern	122,576	114,996	7,580	94%
7 – Western	115,852	104,634	11,218	90%
8 – Southwestern	125,546	116,160	9,386	93%
9 – Southern	134,230	123,704	10,526	92%
Other/Not Assigned*	2,893	1,735	1,158	60%
Citywide	1,198,909	1,102,121	96,788	92%

*Note: These records either had a blank field or some designation other than one of the districts. This table includes records with no arrival or cleared time. Calls with no cleared times are dropped for the workload analysis. Source: BPD Computer Aided Dispatch Calls for Service data, July 1, 2016 - June 30, 2017.

The Northeastern District had the highest volume of total call and self-initiated officer activity (177,018) while the Western District had the lowest (115,852).

Most BPD districts recorded less than 10 percent of their activity as self-initiated.¹⁴¹ The reported amount of self-initiated activity is a product of officer initiative and available time. PF researchers find that this varies widely from agency to agency. In some agencies, 40 percent of activity may be self-initiated activity.¹⁴² In other agencies with heavy calls-for-service workload, self-initiated time may be less than 15 percent of the total workload.¹⁴³

The next table shows the most frequent types of calls for service in Baltimore for the year long period.

¹⁴¹ This is assuming that officers notify dispatch when they conduct self-initiated activity, and that the communications staff enter that information into the CAD system.

¹⁴² Police Executive Research Forum. (2012, July). *Austin Police Department Patrol Utilization Study: Final Report*. Retrieved from <http://www.austincrime.org/wp-content/uploads/PERF-Final-Report-Austin-copy.pdf>

¹⁴³ Ibid.

Table 11: BPD Most Frequent Dispatched Call Types Recorded in CAD

Dispatched Call Type	Number	Priority
89 - 911/NO VOICE CALL	136,004	2
55 - DISORDERLY PERSON	128,608	2
4E - COMMON ASSAULT	93,183	2
79 – OTHER	88,399	3
87O - NARCOTICS – OUTSIDE	50,913	2
65 - SILENT ALARM	46,448	1
5G – BURGLARY	45,627	2
30 - ACCIDENT-AUTO	41,997	3
49 - FAMILY DISTURBANCE	41,031	2
54 - ARMED PERSON	27,975	1
6J - LARCENY- OTHER	27,727	3
57 - SUSPICIOUS PERSON	22,365	2
99 - ACCIDENT-HIT & RUN	19,950	3
75 - DESTRUCT. OF PROPERTY	19,248	3
4D - AGG ASSAULT – HANDS	18,212	1
6D - LARCENY- FROM AUTO	15,243	3
7C - STOLEN VEH./OTHER	14,351	3
31 - ACCIDENT-PERSON INJ.	14,263	1
83 - DISCHARGING FIREARM	12,584	1
85 - BEHAVIORAL CRISIS	12,031	2

Note: Dispatched calls used for this analysis includes all sector patrol and backups. It includes cancelled calls, as such calls still take up officer time.

Source: BPD Computer Aided Dispatch data, July 1, 2016 - June 30, 2017.

The single most frequent call type is “911/ No Voice” call, which are given a Priority 2, and account for 12.3 percent of total calls for service. This call type represents 911 hang-ups, duplicate calls, or calls where the call-taker is not able to get information from the caller. Police officers initially respond to all 911 calls, even if they are hang-up calls. The response may be cancelled if it is discovered to be an accidental 911 activation, a duplicate call or some other indication that there is no need for a police response. However, a 911 hang-up may be a legitimate request for police help that was interrupted by a crime in progress or a caller not being able to talk to the call-taker. Therefore, almost all 911 calls are initially dispatched while communications personnel try to verify whether a police response should continue or whether it can be cancelled.

The next two frequent call types—“Disorderly Person” and “Common Assault”—represent incidents of interpersonal conflict.

There were approximately 600 call type codes in the BPD CAD database provided to the PF Team. This is a large number of type codes. Consequently, the high number of calls in the “Other” category (8 percent) is a concern. ‘Other’ type calls are ones that officers are dispatched to with little information about their nature. These calls are coded this way because the 911 caller was unable or unwilling to provide further information.¹⁴⁴ It would seem that more of these calls should be able to be labeled with one of the substantive call type codes.

The next table provides information on about the most frequent self-initiated activities recorded by BPD. Tables with the most frequent types of activities labeled self-initiated for each patrol district are displayed in Appendix 13.6.

Table 12: BPD Most Frequent Self-Initiated Activities Recorded in CAD

Self-Initiated Activity Type	Number
20D – DETAIL	28,225
FI - FIELD INTERVIEW	11,343
25 - CAR STOP	10,866
79 – OTHER	5,073
61 - PERSON WANTED ON WAR	3,413
87V - NARCOTICS-ONVIEW	3,215
30 - ACCIDENT-AUTO	2,465
20F – WARRANT	2,122
4E - COMMON ASSAULT	1,871
87 - NARCOTICS – INSIDE	1,660
55 - DISORDERLY PERSON	1,561
81 - RECOVERED PROPERTY	1,383
20Z – OTHER	1,293
96 - INVESTIGATIVE STOP	1,277
6J - LARCENY- OTHER	1,251
26 - RECOVERED VEHICLE	1,082
24 - TOWED VEHICLE	1,074
97 - SEARCH & SEIZURE	1,073
60 - SICK PERSON	985
31 - ACCIDENT-PERSON INJ.	948

Source: BPD Computer Aided Dispatch data, July 1, 2016 - June 30, 2017.

Data assigned “Detail” (28,225) type is the most frequent and accounts for 29 percent of all self-initiated activity. BPD “Detail” activity accounts for police officers pulled from call response status to perform a special task such as providing security for special events, engaging in a

¹⁴⁴ Per comment from ‘HK’ dated July 9, 2018, during review of 2nd draft of staffing study. HK also added that, ‘In other jurisdictions this may be labeled “Investigate the unknown trouble.”’

specific anti-crime activity or another assignment other than call for service response such as hospital details, assignment to another district to guard mobile command post, etc.

The “FI Code” is used when officers conduct field interviews.

4.3.2 Workload Analysis by District

The PF team analyzed the average amount of time officers in each of the nine districts spent on calls for service, self-initiated activity, and details from the dispatch data supplied by the department. Available police officer time was established from the shift strength reports furnished by the BPD.¹⁴⁵

Baltimore police officers assigned to sector patrol work a schedule dictated by the collective bargaining agreement.¹⁴⁶ They work four days of ten hours shifts, followed by three days off. Officers’ shifts begin at the top of the hour and they attend roll call during the first 30 minutes of the shift. Of note is that officers are required to stay 36 minutes past the end time of their shift before they are paid overtime. This is in accordance with the bargaining agreement, so they may actually work 10.6 hours per shift. The shifts are as follows:

Shift A 2200 – 0800

Shift B 0700 – 1700

Shift C 1600 – 0200 (Sunday – Thursday); 1700 – 0300 (Friday – Saturday)

An analysis of the workload compared against the current staffing model and practices revealed that in an average across the nine districts, BPD police officers assigned to sector patrol spend 55.6 percent of their shift handling calls for service, 7.2 percent conducting self-initiated activity, and 2.9 percent of their time on a detail that may or may not be patrol related. This leaves 34.3 percent of their time for administrative functions and community engagement opportunities. *It is important to note that the averages in Table 13 are average estimates based on a snapshot of time; available time for self-initiated activities and community oriented policing activities fluctuate significantly over the course of a shift, therefore averages do not necessarily accurately capture the amount of time spent.*

Appendix 13.6 provides a more detailed view of the average amount of officer time consumed by calls for service for each district by hour and day of the week.

Table 13: Summary of BPD District Staffing Analysis

¹⁴⁵ Shift strength reports are recorded daily and show for each district and each shift the number of lieutenants, sergeants, the shift commander, the number of officers that are supposed to be on patrol duty, the number actually showing up as scheduled, the number on overtime and the number drafted to make up shortages.

¹⁴⁶ Memorandum of Understanding between The Baltimore City Police Department and the Baltimore City Lodge No. 3, Fraternal Order of Police, Inc. Unit I, Fiscal Years 2017-2018. Retrieved from [https://labor-commissioner.baltimorecity.gov/sites/default/files/labor_commissioner/attachments/FOP%20Unit%20I%20FY%202017-2018%20\(Noted%20Copy%205.16.18\).pdf](https://labor-commissioner.baltimorecity.gov/sites/default/files/labor_commissioner/attachments/FOP%20Unit%20I%20FY%202017-2018%20(Noted%20Copy%205.16.18).pdf)

District	Staff Hours per Week ¹⁴⁷	CFS Hours Per Week ¹⁴⁸	Average CFS Percentage Time Consumed ¹⁴⁹	SI Hours per Week ¹⁵⁰	Average SI Percentage Time Consumed ¹⁵¹	Detail Hours per Week ¹⁵²	Average Detail Percentage Time Consumed ¹⁵³	Average Total Percentage Time Consumed ¹⁵⁴
Central	2,398	1,155.6	52.6%	182.7	8.3%	98.8	4.1%	64.9%
Southeastern	2,979	1,596.9	57.8%	191.5	6.8%	63.3	2.1%	66.7%
Eastern	2,787	1,280.2	50.0%	266.9	10.2%	100.9	3.6%	63.6%
Northeastern	3,693	2,063.9	60.1%	241.4	6.9%	92.6	2.5%	69.5%
Northern	2,771	1,572.1	61.9%	133.3	5.2%	59.7	2.2%	69.3%
Northwestern	2,641	1,433.6	58.7%	148.3	5.9%	59.4	2.2%	66.8%
Western	3,005	1,160.8	42.4%	195.2	6.9%	80.7	2.7%	52.0%
Southwestern	2,983	1,592.9	57.8%	191.5	6.8%	92.8	3.1%	67.7%
Southern	2,748	1,507.4	59.3%	200.3	7.6%	96.6	3.5%	70.4%

Note: The averages presented in this table are derived from averaging the time consumed by hour of the day and day of the week. Because of the variation in range from time block to time block they differ from the overall average. For example, for the Central District average all 168 of the time blocks results in an average of 52.6 percent time consumed by calls for service. However, if just the total weekly staff hours are compared to the total weekly hours of calls for service time the average is 48.2 percent. Averages for each time block can be viewed in Appendix 13.7.

Sources: BPD Computer Aided Dispatch data, July 1, 2016 - June 30, 2017; and February 3-20, 2018 shift strength reports.

The percentage of police officer time consumed by calls for service varies in law enforcement agencies across the country. A particular target a police department sets depends on how it wants its police officers to spend their time. A department that uses special units for community engagement and problem solving may be willing to have police officers do little more than answer calls for service and conduct proactive policing such as vehicle stops, pedestrian checks and field interviews. That same department might be willing to have 60 percent or more calls for service time, 15 percent - 20 percent self-initiated time, and the remaining time left for community engagement or administrative activities. An agency that wants its police officers to have time for community engagement and problem solving, as part of regular police officer time, may set a target of 35 percent - 40 percent for calls for service

¹⁴⁷ The number of officer hours available for a week based on the Shift Strength reports totaled for each district for a week.

¹⁴⁸ The average number of calls for service hours in a week.

¹⁴⁹ Averages the percent of officer time consumed from the overlay of the CFS hours matrix with the staffing numbers matrix.

¹⁵⁰ The average number of hours per week for self-initiated activities minus time spent on details.

¹⁵¹ Overlays staffing with self-initiated time to show the average time consumed by self-initiated activities.

¹⁵² The average time consumed by details per week.

¹⁵³ The average time consumed by details as a percentage.

¹⁵⁴ The total percent of police officer assigned to sector patrol time consumed by calls for service, self-initiated activity and details. It is important to note that this time fluctuates by time of day / day of the week – some shifts may have a large amount of discretionary time, while others are needed to respond to calls constantly. In addition, discretionary time may be broken up in short blocks of time between calls for service.

time consumed. In Baltimore the total calls for service time consumed ranges from 52 percent in the Western District to 70.4 percent in the Southern District, with a nine-district average of 65.7 percent total time consumed.

A review of the individual District calls for service time consumed charts in Appendix 13.6 shows that BPD officers experience extremely busy periods in each district. However, times also exist when the workload is not overly heavy. The data does not show that Baltimore police officers are constantly and regularly running from call to call. While in some districts certain hours during the week do show that officers spend an average of over 100 percent of their time responding to calls for service, they are not the most common condition.¹⁵⁵

4.3.3 Patrol Staffing Needs at BPD

The average hours spent on calls for service per district per week is derived from BPD dispatch data from July 1, 2016 through June 30, 2017. It measures the time spent by all police officers assigned to sector patrol on calls they were assigned. It includes primary and back-up units, and measures from the time the unit is dispatched by communications until the officer clears the call. Using dispatch data as discussed earlier, the PF was able to determine the level of demand for police services for each district.

To adjust for operational demands the analysis determined the average amount of time that an officer is unavailable for patrol duties. These reasons include instances when the employee is either not at work such as vacation or sick leave, or when working but unavailable for patrol duties such as in-service training. The list below identifies the major general categories of times that a police officer is not available. The average amount of time over the course of a year that an officer is available for patrol functions is 29.94 hours per week which is approximately 75 percent of a full-time officer and illustrated in Table 14.

- **Vacation:** Vacation time taken.
- **Medical Leave/Sick Time:** Sick and accident leave used for time off due to illness or injury.
- **Holiday:** Leave taken for a holiday.
- **Training:**¹⁵⁶ Time spent in in-service training or at a related conference.
- **Other:** Other leave time taken, including compensatory leave, leave without pay, leave while on military duty, bereavement leave, and personal leave.

The analysis also requires that the amount of time available to handle calls for service be reduced by administrative functions such as reporting for duty, meal breaks, and ending shift. Baltimore Police Officers are scheduled for four ten-hour shifts per week for a total of 40 hours. On each shift, 40 minutes is dedicated to officer break time,¹⁵⁷ and 40 minutes is consumed by

¹⁵⁵ Appendix 13.6: Calls for Service Analysis Tables display the average amount of officer time consumed by calls for service for each district by hour and day of the week.

¹⁵⁶ BPD plans on an 80-hour in-service training requirement over the next year.

¹⁵⁷ BPD personnel told the PF team that most officers do not take their 40-minute break and if they do, it is not confirmed by commanding officers. Lt. Loeffler notes on draft report, July 9, 2018.

activities at the start and end of shift including moving equipment to patrol cars, completing reports and other end-of-shift administrative duties. This time equates to 1.33 hours per shift for a total of 5.33 hours deducted from the four shifts per week.

The calculations rely on BPD payroll data and pay codes. As such, the team attempted to account for all categories that would contribute to time officers would be unavailable for patrol. However, certain designations of officers unavailable for patrol duties used in the district do not necessarily have associated pay codes and are therefore not reflected in the analysis. For example, during the final review of this report, BPD personnel called to the PF team's attention the existence of "transitional vacancy" time. These are vacancies caused when an officer is suspended or otherwise relieved of patrol duties but are reassigned to conduct other duties. So, while they are not conducting patrol duties, they are still coming in to work at another assignment. While we attempted to account for these, some are not captured in the staffing rosters, nor are they tracked in pay roll data. Therefore, the PF team were not able to verify or analyze this data. However, according to BPD staff, the rate of this status could be significant could impact staffing numbers.

Workload requirements and officer availability are calculated by using department data. The remaining analysis requires a policy decision regarding the amount of undedicated time to perform self-initiated activity including community engagement. The ICMA/CPSM report recommends that no more than 60 percent of an officer's time should be spent handling calls for service, administrative time, and detailed assignments thus leaving 40 percent of an officer's time for priorities directed by the agency, specifically community policing, problem solving, and other self- or department-initiated activities.¹⁵⁸

The analysis determined the department would need **910 full time** officers assigned to district patrol for the 60 percent calls for service target which is the recommended goal.¹⁵⁹ Current BPD staffing charts for each of the nine districts from December 2017 show that a total of 1,102 police officers are budgeted for sector patrol across the nine districts. However, only 809 positions are assigned.

Table 14: Recommended Dedicated Patrol Staffing Requirements

¹⁵⁸ *An Analysis of Police Department Staffing: How Many Officers Do You Really Need?*

¹⁵⁹ *Ibid.*

District	Average Rate Available for Patrol Duties of Police Officers Assigned to Sector Patrol ¹⁶⁰	Average Hours Available for Patrol Duties per Officer per Week ¹⁶¹	Breaks and Shift Change per Week ¹⁶²	Average Hours Available for Patrol Duties per Officer per Week After Breaks and Shift Change ¹⁶³	Average CFS Hours in the District per Week ¹⁶⁴	Officers Needed if 60 percent of Time is Spent on Calls for Service (40 percent for COP, SI and commander assigned) ¹⁶⁵	Actual Officers Currently Assigned to Sector Patrol ¹⁶⁶	Budgeted Officers for Sector Patrol ¹⁶⁷	Percentage Difference Between Budgeted and Needed if 60% of Time is Spent on Calls for Service ¹⁶⁸
Central	76.190%	30.48	5.33	25.14	1155.6	77	76	114	33%
Eastern*	77.392%	30.96	5.33	25.62	1280.2	83	91	112	26%
Northeastern	75.619%	30.25	5.33	24.91	2063.9	138	109	160	14%
Northern	71.917%	28.77	5.33	23.43	1572.1	112	78	123	9%
Northwestern*	74.569%	29.83	5.33	24.49	1433.6	98	85	114	14%
Southeastern	70.837%	28.33	5.33	23.00	1596.9	116	95	116	0%
Southern	74.889%	29.96	5.33	24.62	1507.4	102	83	125	18%
Southwestern	73.659%	29.46	5.33	24.13	1592.9	110	98	121	9%
Western	77.687%	31.07	5.33	25.74	1160.8	75	94	117	36%
Citywide*	74.850%	29.94	5.33	24.61	13363.4	910	809	1,102	17%

*Note: Eastern and Northwestern district average rates of time available for patrol were edited down to reflect the rates that would have occurred had officers attended their full 80 hours of in-service training.

*Note: The Citywide total reflects the edited district average rates of time available for patrol.

Sources: BPD Computer Aided Dispatch data, July 1, 2016-June 30, 2017; BPD payroll leave data, January 1, 2017-December 31, 2017; and lists of officers and their rank who were assigned to each district in January 2017 and December 2017.

It is a common practice to temporarily transfer a police officer to another assignment for department needs or career development. The staffing requirement in Table 14 above does not take into consideration absences for being detailed to another unit. In this case, although the officer is permanently assigned to patrol for budget purposes, the officer is functionally

¹⁶⁰ BPD payroll leave data, January 1, 2017-December 31, 2017; and lists of officers and their rank who were assigned to each district in January 2017 and December 2017. Source tables for these rates are available in Appendix 13.7.

¹⁶¹ 40 hours of work per week x each district's average rate available for patrol duties of police officers assigned to sector patrol.

¹⁶² Eighty minutes of officer time per shift for breaks and shift change = Approximately 5.33 hours per week per officer that they are additionally unavailable for patrol duties.

¹⁶³ Average Hours Available for Patrol Duties per Officer per Week – Breaks and Shift Change per Week. Numbers shown have been rounded to the nearest hundredth decimal place.

¹⁶⁴ BPD Computer Aided Dispatch data, July 1, 2016-June 30, 2017. The Citywide number is shown as to provide a sum of the average CFS hours from each district and not the overall city average.

¹⁶⁵ (Average CFS Hours in the District per Week / Average Hours Available for Patrol Duties per Officer per Week After Breaks and Shift Change) / 60 percent.

¹⁶⁶ December 2017 staffing charts for each district. As actual counts of officers assigned can vary over time, in August these numbers were checked against BPD's "Patrol Strength Report 8-9-18" for general consistency.

¹⁶⁷ Ibid.

¹⁶⁸ (Budgeted Officers for Sector Patrol – calculated Officers Needed if 60 percent of Time is Spent on Calls for Service) / Budgeted Officers for Sector Patrol.

assigned to another unit or another detail and is unavailable for patrol duties. The BPD was unable to provide the PF team with accurate transfer data to be included in the staffing requirements.

The department should also ensure that supervisor to officer ratios in the districts remain approximately six or eight to one (6-8:1) even when the number of police officers increases to budgeted levels.

4.3.4 BPD Sector Patrol Vacancies

While staff vacancies are common in large police departments for a variety of reasons, the distribution of those vacancies across the department can be telling. Below are two tables that show the percentage of vacancies across the department.

Table 15 below shows BPD vacancy distribution throughout the ranks. Based on this, the greatest percent of vacancies is in the civilian ranks and the greatest number of vacancies at the rank of police officer.

Table 15: BPD Vacancy Rates by Position

	Budgeted	Actual	# Vacancy	% Vacancy
SWORN				
Commissioner	1	1	0	0%
Deputy Commissioner	3	3	0	0%
Chief	4	4	0	0%
Inspector	2	2	0	0%
Major	20	20	0	0%
Captain	16	16	0	0%
Lieutenant	109	109	0	0%
Sergeant	349	345	4	1%
Police Officer	2342	2026	316	13.5
Total Sworn	2846	2526	320	11.2%
CIVILIAN				
Chief	5	4	1	20.0%
Director	14	11	3	21.4%
Civilian Personnel	489	415	74	15.1%
Civilian Total	508	430	73	14.4%

Source: BPD end of year reports 2013-2018, December 31, 2017.

Table 16 below shows the number of police officer vacancies across the department, comparing police officers assigned to sector patrol to those assigned elsewhere in the department. The vacancy rate for police officers assigned to sector patrol is 26.6 percent while police officer vacancies for the rest of the department is under 2 percent. The vacancy rates for police

officers indicates that BPD appears to give the least importance and value to patrol services when it comes to filling vacancy.

Table 16: BPD Vacancy Rates for Sworn Officers

	Total Officers	Sector Patrol	Non-Sector Patrol
Budget	2342	1102	1240
Actual	2026	809	1217
Vacancy	316	293	23
Vacancy Rate	13.5%	26.6%	1.9%

Note: As actual counts of officers assigned can vary over time, in August 2018 these numbers were checked against BPD's "Patrol Strength Report 8-9-18" for general consistency.

Source: BPD end of year reports 2013-2018, December 31, 2017.

If the department wishes to adopt the recommended sector patrol staffing of 910 police officers, it must prioritize patrol by ensuring there is adequate dedicated police officers assigned to sector patrol to meet the recommended 910, plus additional officers to allow for temporary transfers away from sector patrol.

All recommendations for patrol staffing are consolidated at the end of the following chapter, (Chapter 5: Additional Considerations for Patrol Staffing).

5 Additional Considerations for Patrol Staffing

As previously discussed, police department leadership must consider a myriad of information and input when making staffing decisions. In addition to the workload analysis above, this chapter discusses current BPD policy on determining minimum staffing requirements, community input on service expectations, police officer input, and the impact of consent decree requirements on BPD patrol staffing.

5.1 BPD Policy - Minimum Staffing 'Constant,' Shift Strength, Overtime & Drafting

The BPD, similar to other departments, uses a department-determined minimum staffing level when making patrol staffing decisions. Department Patrol Staffing Shortages Policy 819 states, "[i]t is the policy of the Baltimore Police Department (BPD) to ensure minimum staffing requirements are maintained to safeguard the citizens of Baltimore and members of the BPD. Supervisors must evaluate staffing well in advance to reduce overtime costs and the frequency members are required to work beyond their normal tour of duty."¹⁶⁹

¹⁶⁹ Baltimore Police Department. (2017, February 12). Policy 819: Patrol Staffing Shortages. Retrieved from <https://www.powerdms.com/public/BALTIMOREMD/documents/113080>

When staffing levels for a particular shift fall below the determined minimum level, vacancies are filled using overtime or drafting. While the requirement to meet “minimum staffing” (also referred to as the “constant”) is identified in policy, neither the definition of what constitutes minimum staffing nor the method to determine minimum staffing is documented. The percentage of shifts filled by regularly scheduled officers ranges from a low of 56 percent in the Northern District to a high of 81 percent in the Eastern District. Overall, approximately 70 percent of patrol shifts are staffed by regularly scheduled officers (officers not on overtime).

Although occasional unexpected vacancies will need to be filled through overtime, the consistent 30 percent vacancy rate indicates patrol is not able to meet the needs of responding to calls for service and self-initiated activity within the community. This indicates that while the number of budgeted police officers assigned to sector patrol is adequate, the deployment of police officers in the districts should be re-evaluated, as does the ‘constant.’ These are policy and leadership decisions necessary to make patrol a priority.

The method currently used to calculate sector patrol staffing needs for the BPD is done by using ‘Shift Strength Reports’. These reports show the minimum staffing required for each shift in each district. They list the number of full duty officers scheduled to fill the required positions, the number of officers who volunteered to work overtime to fill required positions, and the number of officers who had to be drafted in order to fill the required positions. The table below summarizes shift strength reports from April 1, 2018 through May 31, 2018.

Table 17: Staffing Summary from Shift Strength Reports

District	Total Minimum Required Shifts	Shifts Filled by Scheduled Full Duty Officers	Percentage of Shifts filled by Scheduled Full Duty Officers	Shifts Filled by Officers on Overtime	Percentage of Officers on Overtime	Shifts Filled by Drafted Officers ¹⁷⁰	Percentage of Drafted Officers
Central	2,191	1,475	67.3%	466	21.3%	237	10.8%
Eastern	2,356	1,891	80.3%	422	17.9%	50	2.1%
Northeast	2,988	2,022	67.7%	480	16.1%	484	16.2%
Northern	2,612	1,578	60.4%	900	34.5%	130	5.0%
Northwest	2,549	1,769	69.4%	684	26.8%	95	3.7%
Southeast	2,442	1,813	74.2%	518	21.2%	95	3.9%
Southern	2,577	1,998	77.5%	393	15.3%	163	6.3%
Southwest	2,502	1,730	69.1%	514	20.5%	291	11.6%
Western	2,593	1,661	64.1%	792	30.5%	139	5.4%
Citywide	22,810	15,937	69.9%	5,169	22.7%	1,684	7.4%

Source: BPD Shift Strength Reports – April 1 – May 31, 2018.

5.2 Input from Focus Group of Police Officers

¹⁷⁰ It should be noted that drafted officers are also paid overtime.

On April 16, 2018, representatives of the Monitoring team held their monthly meeting with BPD police officers. The Monitors and the PF staffing study team collaborated to focus the discussion of the meeting on BPD staffing to ensure that the team gained the perspective of the officers from the focus group. The focus group included nine BPD officers of varying ranks, assignments, and demographics.

Internal Procedural Justice.

It is important to note that organizational systems help to set the framework for the culture of the organization. How this framework is structured can inform the level of internal procedural justice present. Internal procedural justice has also been shown to significantly impact the way police officers and other departmental staff treat the community. One study confirmed this, finding that,

“Just as we measure internal organizational success by employee adherence to rules, we measure external operational success through crime rates and arrest statistics. We do both to the detriment of building trust and legitimacy, because they ignore what the research tells us and what the public and the rank and file tell us. Both the public and rank-and-file officers want to be treated fairly by those in authority. We should not be surprised that we end up with poor morale among our officers echoed by the lack of trust from the community.

“Perhaps ironically, our results emphasize that to a large degree officers want from their organization the same thing that citizens want from officers: to be treated with respect in an honest and fair manner by those around them. It appears that if we want to change the climate between citizens and the police, a good place to start is by changing the climate within police departments. Such changes will go a long way toward creating more efficient police departments and happier officers more open towards the kind of policing that produces positive and mutually beneficial relationships with the public.”

Quotes From: Rick Trinker; Tyler, Tom; Goff, Phillip Atiba. “Justice from Within: The relations between a procedurally just organizational climate and police organizational efficiency, endorsement of democratic policing, and officer well-being.” Psychology, Public Policy & Law. 22(2):158-172, May 2016. Viewed online August 8, 2018 at <https://insights.ovid.com/psychology-public-policy-law/pppol/2016/05/000/justice-within/3/00043965>

The discussion began with an introduction by each officer. The PF team members then asked, “How is your time typically allocated during your shift?” The members of the focus group discussed the amount of time they spend on calls for service and noted that it varies greatly from call to call. They also discussed that they believe that at times there is confusion between call takers (who work for both Baltimore Fire and Police) and officers about how to code a call. This means that while an officer may think they are arriving to a call that is coded as one type of call in CAD and then determine that it may be completely different once they get to the call location.

Officers also discussed the ‘Tactical Alert’ designation, stating that while there seems to be no official policy on this, they can be put on “Tactical Alert” by any shift commander at any time. The alert allows dispatch to hold priority 3 and 4 calls and only dispatch priority 1 and 2 calls. There was debate as to whether there was an actual policy. The purpose of tactical alert is to allow shift commanders to respond to hot spots and quell them.

PF team members then asked the focus group to discuss drafting. The sentiment from the group was decidedly negative. They discussed that the practice, used regularly in the districts to keep staffing levels adequate, erodes the quality of service provided, and hurts officer morale. The group perceived that the department chooses to staff specialized units, leaving patrol units in the districts to deal with being drafted to cover calls for service and presence in Baltimore neighborhoods.

The officers also discussed that span of control in the districts is insufficient, with one officer calling it ‘atrocious.’ They stated that many processes that have been put in place that are not responsive to supervision in the districts and that supervisors are overloaded. In addition, those supervisors who have access to and know how to use MDTs (some do not) in the districts are able to monitor CFS and response by police officers, but many cannot.

Finally, PF team members asked focus group participants about minimum staffing requirements in the districts, or the “constant.” Through the course of the staffing study, the PF team has encountered the use of a number used by the department that represents the number that is required in each district—called the constant. They indicated that the constant was originally developed based on district geography so that all “posts,” (or beats) in the district were continually and adequately staffed. When a former commissioner eliminated posts throughout Baltimore (in early 2015), the constant was revised based on workload data, by several BPD patrol lieutenants. Since that time, the post boundaries have been reinstituted.

The constant—the required minimum number of officers to be on duty—varies within a district by shift. Therefore, the number will be higher on historically busier shifts. According the focus group, if a district cannot meet the constant number with full duty scheduled officers the shift commander is obligated to fill vacancies with overtime and drafted officers.

5.3 Community Expectations of Police Service from BPD

The PF team wanted to determine what the Baltimore community’s expectations were on BPD response to calls for service as a way to inform service goals for the department. To do so, in early 2018, BPD created a customer service survey to gather the input of community members on their service expectations of BPD. Results from the survey are intended to serve as a baseline for customer service feedback in anticipation of future changes.

BPD began releasing surveys in hardcopy in April 2018 and released an online version shortly thereafter. They received responses from approximately 400 respondents. The following describes some of the results. The full survey and results can be found in Appendix 13.8.

The first questions of the survey asked respondents what they expected the appropriate response to be when a 911 call is placed to BPD. Question number 1 asked how long it should take for the 911 line to be answered. Eighty three percent (83%) of respondents said they

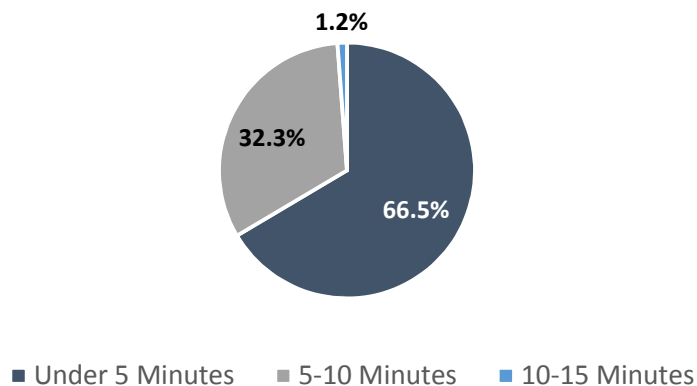
expected that it should be answered in under 20 seconds, and 100 percent of respondents said those called should be answered in under a minute.

The survey then asked respondents' expectation of the time it should take for the BPD to respond to serious crimes, like shootings, aggravated assaults or robbery? Approximately 67 percent of the responding community members said BPD response to these calls should be in under five minutes, while 32 percent said they should respond in 5-10 minutes. Comparatively, per Figure 7 above, BPD currently responds to Priority 1 calls in approximately 16 minutes.

Figure 8: Survey Question 2

What is your expectation of the time it should take for the BPD to respond to serious crimes, like shootings, aggravated assaults, or robbery?

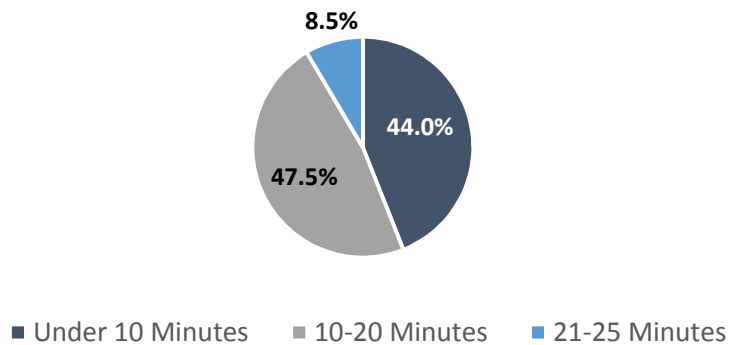
(400 responses).



The next question asked about expectations for BPD response to serious crimes. Approximately 91 percent of respondents expect that BPD would respond to these in under 20 minutes. Approximately 44 percent of those responded that the response should be under 10 minutes and 47.5 percent thought these calls should be answered in 10-20 minutes. Comparatively, per Figure 7 above, BPD currently responds to Priority 2 calls in 24 minutes.

Figure 9: Survey Question 3

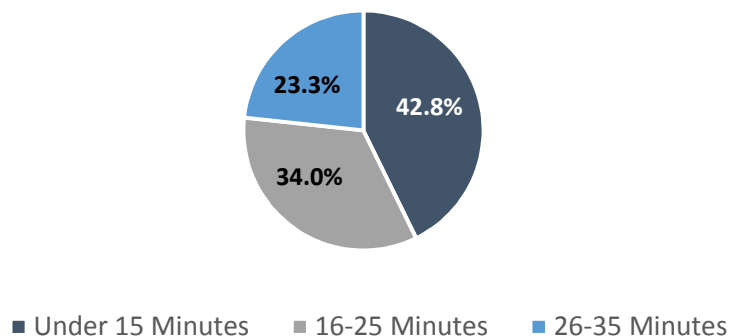
What is your expectation of the time it should take for the BPD to respond to calls such as neighbor/family disputes, missing persons, suspicious persons, or drug activity?
(400 responses).



Question Four of the survey asked about respondents' expectation for police response times to property crime. Forty-three percent (43%) of respondents said the department should respond in under 15 minutes and another 34 percent said they should respond between 16 and 25 minutes. Comparatively, per Figure 7 above, BPD currently responds to Priority 3 calls in 33 minutes.

Figure 10: Survey Question 4

What is your expectation of the time it should take for the BPD to respond to calls such as destruction of property, larceny, or auto theft?
(400 responses).



The next set of questions in the survey were designed to determine which methods community members want to file a police report with BPD – by filing a report with an officer in person at

the scene, with an officer at police headquarters, through a report made via telephone, or one made online. The vast majority of respondents prefer a police officer to respond to their home for a residential and business burglary, car break-in, and simple assaults. Comparatively, per Figure 7 above, BPD currently responds to Priority 4 calls in 37 minutes. Notably, in all cases, respondents considered coming to police headquarters to file a report the least preferable option.

Figure 11: Survey Question 5 - Residential Burglary

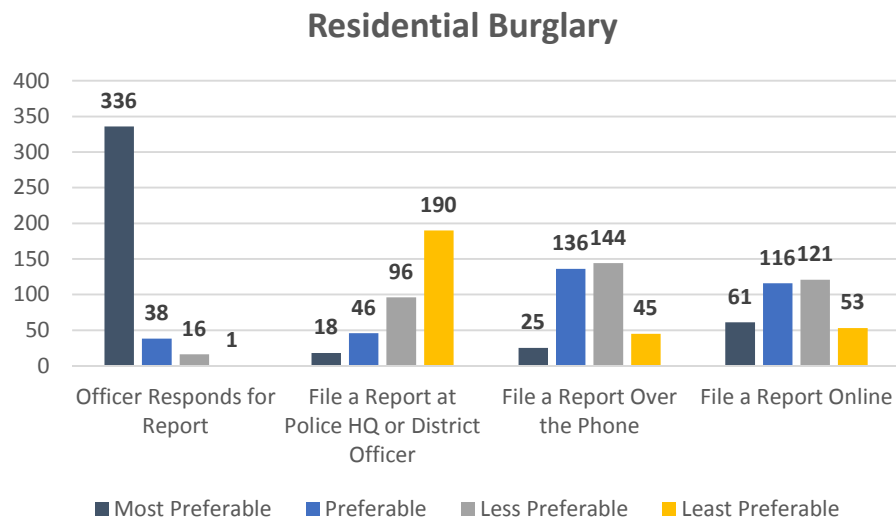


Figure 12: Survey Question 5 - Business Burglary

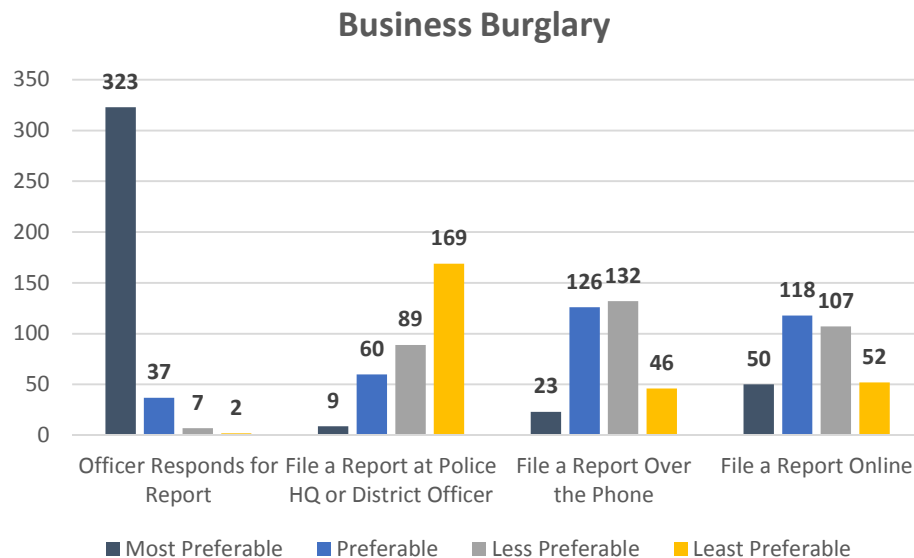
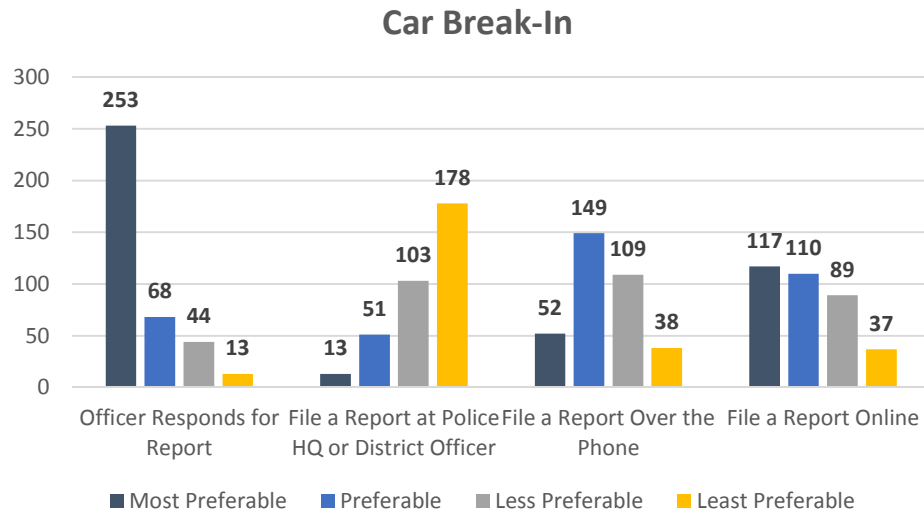
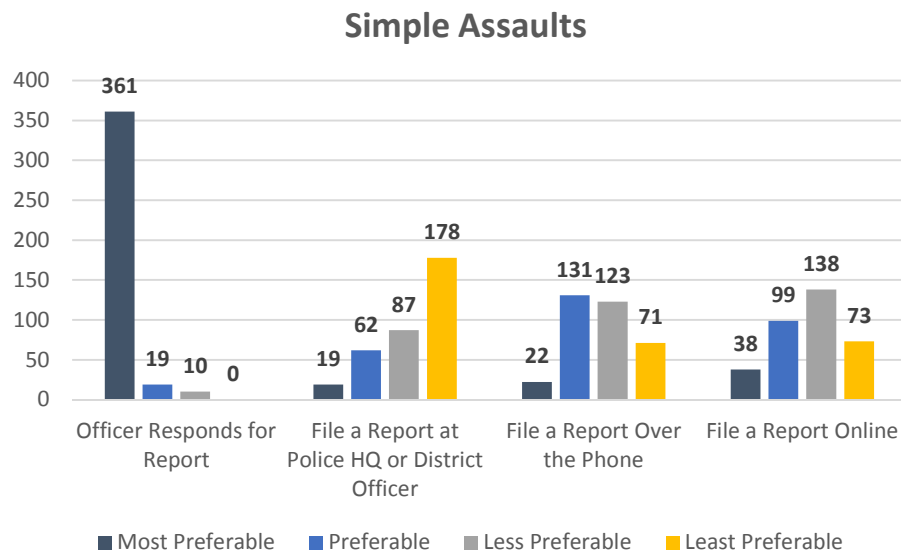


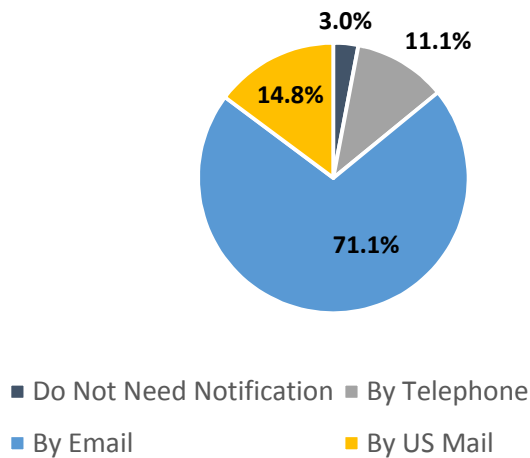
Figure 13: Survey Question 5 - Car Break-In**Figure 14: Survey Question 5 - Simple Assaults**

The survey then asked if after a property crime report has been filed, whether community members would like to receive notification of receipt and status of their case, and how they would like to receive that notification. Approximately 99 percent of respondents said that they would like to receive notification of receipt and status about their case, and 71 percent said they wanted to receive that information electronically, via email, while 15 percent wanted to receive it by mail and 11 percent wanted receipt and status by telephone.

Figure 15: Survey Question 7

If so, how would you like to receive notification of receipt and status of your case?

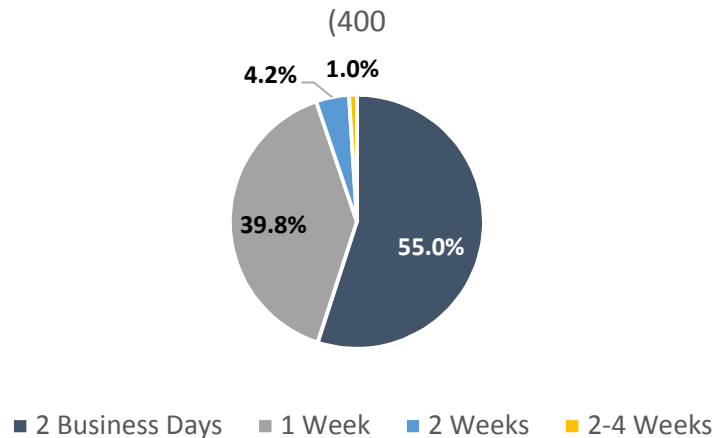
(398 responses).



Question 8 of the survey asked how long it should take to provide a copy of the police report. Fifty-five percent (55%) of respondents also reported that they expect to receive a police report within two business days after request.

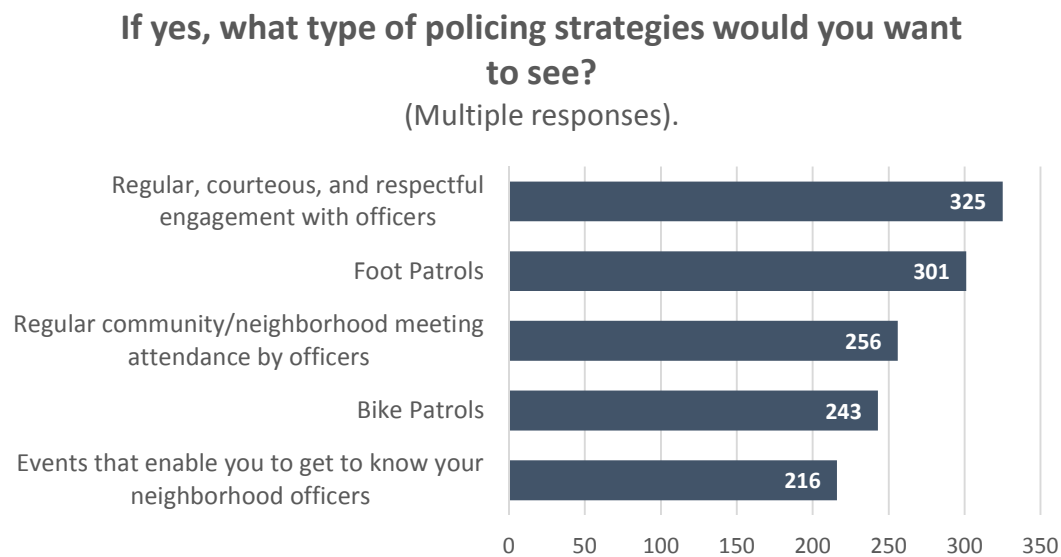
Figure 16: Survey Question 8

Currently, it can take up to 10 business days (and \$10) from time of request to obtain a copy of a crime report. Upon your request as a victim, how long do you think it should take a Police Department to provide you with a copy of your crime report?

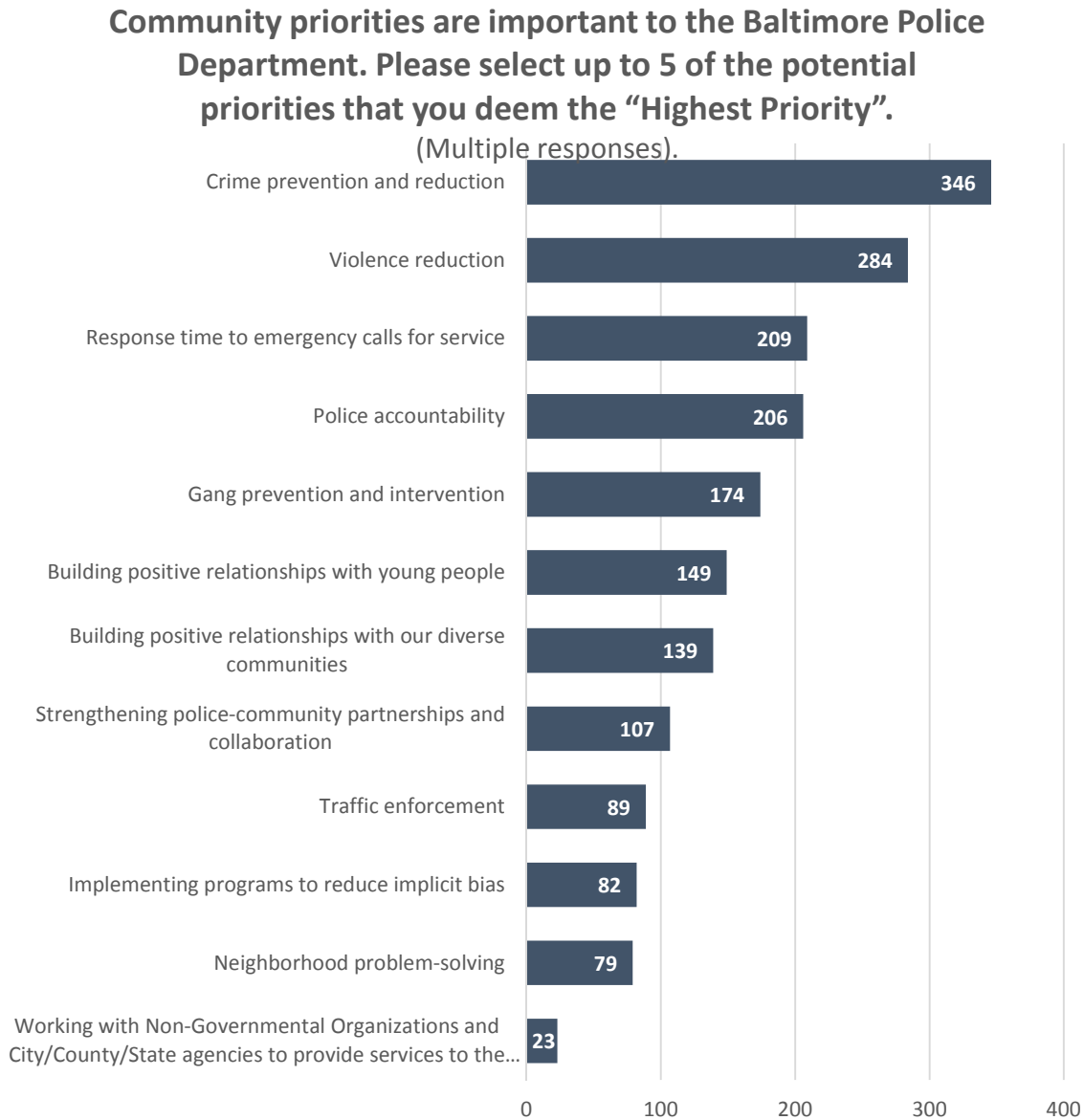


The final questions of the community expectations survey focused on community policing at BPD. It asked if community members were interested in seeing more community policing and community engagement by police in Baltimore? Approximately 98 percent of respondents responded that they would. When asked what type of strategies they would like to see employed, community members prioritized courteous and respectful engagement with officers and foot patrols.

Figure 17: Survey Question 10



Respondents also prioritized crime prevention / reduction and violence reduction as important community interests.

Figure 18: Survey Question 11

Respondents listed crime prevention/reduction strategies and increased officer staffing levels responding to calls for services as initiatives they wanted to see pursued to improve services in Baltimore.

Figure 19: Survey Question 12

What initiatives would you like to be pursued in the Baltimore Police Department to improve services to the community?

(Multiple responses).



The responses to the community survey are essential to better understand customer (community) expectations and should be taken into consideration when creating department priorities and making staffing decisions. Currently, BPD's response to calls for service (see analysis in Chapter 4.2 of this report) and other services provided fall well short of the level of service expected by the community.

Part of BPD's core mission is to, "commit to creating and maintaining a culture of service that builds trust and legitimacy in all communities." Accomplishing this will require on-going dialogue and problem solving in collaboration with the community about ways to best meet their expectations, strengthen communication and build relationships with community members. It will also require that BPD make service delivery and the community's expectations into account when developing staffing going forward. Ensuring that the department is appropriately staffed, and that its business processes are effective and efficient, is critical to accomplishing its mission.

5.4 Impact of the Consent Decree on Patrol Staffing

Paragraph 428 of the consent decree mandates that the BPD complete "a comprehensive staffing study to assess the appropriate number of sworn and civilian personnel to perform the functions necessary for BPD to fulfill its mission, enable supervision, and satisfy the requirements of this Agreement."

Paragraph 429 obligates the BPD to develop a Staffing Plan that provides for "Personnel deployment to ensure effective community and problem-oriented policing," and for "a sufficient number of officers in patrol in each district, without needing to resort to drafting, except in unforeseeable circumstances."

Paragraph 17 requires the BPD to “encourage patrol officers to be familiar with the geographic areas they serve, including their issues, problems, and community leaders; engage in problem identification and solving activities with the community members around the community’s priorities; and work proactively to address quality-of-life issues in a manner that minimizes stops, Citations, searches, arrests, and use of force consistent with the requirements of this Agreement.”¹⁷¹

A key component of staffing to meet the goal of community policing in Baltimore is having the “right” number of officers assigned to sector patrol. This means having police officers in each of the nine police districts in sufficient quantity to respond to calls for service, conduct proactive policing in support of anti-violence initiatives and engage the community. According to community policing literature, “[u]nder community policing, this substantial resource of free patrol time is devoted to directed enforcement activities, specific crime prevention efforts, problem solving, community engagement, citizen interaction or similar kinds of activities.”¹⁷² Police officers assigned to sector patrol should have sufficient time to meet the following elements of community policing patrol.

- Regularity of assignments, working the same sector and post consistently so they take ownership of their area and get to know the community, neighborhood, and the people in their area.
- Communicate with other officers who work the same area across days off and across shifts.

5.5 Patrol Staffing Recommendations

Recommendation 1: The City of Baltimore should ensure that budgeted police officer positions for sector patrol are not frozen and are available for BPD to fill up to the budgeted level. The stopping and starting of providing available funding to hire new BPD police officers can inhibit the flow of viable candidates from entering the BPD recruitment and hiring process. This has ramifications for the hiring process that can continue for years.

Recommendation 2: BPD should work to prioritize the patrol function and reduce the vacancy rate in district patrol as soon as possible. In the short term this means identifying ways to put police officers into the districts to cover shifts as opposed to pulling them out for details, administrative, or other assignments. Additionally, smoothing police officer vacancies across the organization will increase the number officers assigned to patrol functions and reduce the need for overtime and drafting. In the long term, they should work to fill budgeted patrol positions as soon as possible at least up to the recommended level of 910, but preferably up to the full budgeted level through increased efforts to recruit and hire qualified police officers.

¹⁷¹ United States of America v. Police Department of Baltimore City, et. al.

¹⁷² Cordner, Gary. "Community policing." *The Oxford handbook of police and policing* (2014): 148-171.

Recommendation 3: BPD should review and revise all departmental policies pertaining to patrol staffing.

- **BPD should ensure that staffing related terms are clearly and consistently defined in policies. Specifically, in Policy 819, 'Department Patrol Staffing Shortages,' should clearly and specifically define patrol officer, patrol shortages, minimum levels of service, etc.** Other definitions to be defined should include authorized, frozen, budgeted and funded positions.
- **The department should also clearly document its process for development of minimum staffing 'constants.'** This information is necessary to ensure that it is understood across the department and allows for the measurement of impact of reduced service delivery. All definitions, policies, procedures and practices in studying staffing should be documented and placed in a shared location for transparency of staffing decisions.
- **BPD should develop, define and codify minimum patrol daily staffing number. They should re-allocate officers into patrol to meet this daily staffing number as soon as possible and ensure policy exists to keep these officers working patrol.** This number should ensure officers can respond to calls for service and allow time for other community policing, problem solving and self-initiated tasks.

Recommendation 4: BPD should define and maintain clear policies and processes to track and document the exact assignment and location of staff. While conducting this workload analysis, the PF team needed to supplement payroll / personnel data with shift strength reports, staffing rosters and other reports to piece together assignments and locations of police officers assigned to sector patrol. This information should be maintained in one data system for ease of analysis.

- **BPD should complete a review of all police officer positions and duties in sector patrol to determine how many police officers are actually working patrol functions (responding to calls for service and other proactive policing) on a daily basis vs. performing other functions.**

Recommendation 5: BPD should conduct an audit of call-taking and dispatch processes to ensure that communications staff and officers are adhering to policies and procedures, and that those policies and procedures meet national standards and contribute to transparent data collection. As part of this process, the BPD should conduct focus groups with representative groups of BPD officers and communications staff to assist in identifying ways to improve call-taking and dispatch service.

- **BPD should conduct a full review of call-taking and dispatch priorities, policies, and protocols.** This should include reviewing and updating the more than 600 call type codes currently used, call priorities, and requirements for officers to report status. As an example, silent alarm calls are received frequently and are coded as a priority 1 calls. However, some in the department report that since these are typically false alarms, officers may not respond as they would to a priority 1 call.

Recommendation 6: BPD should identify business processes and staffing strategies that can reduce the use of sworn officers performing administrative duties as soon as possible. This should include business process mapping throughout the department and a comprehensive civilianization study.

Recommendation 7: BPD should develop strategies to reduce call volume for police officers assigned to sector patrol, both online and telephonic reporting as soon as possible. This may include the increased use of 311 and other city service lines or the use of civilian staff to take on duties that do not require a police officer.

Recommendation 8: BPD should re-engineer response strategies to improve efficiency in response to calls for service as soon as possible. This may include reviewing and re-prioritizing calls for service, using differential response units, establishing city laws that assess fees for frequent users of 911, such as, businesses and other reoccurring calls, and identify ways to streamline processes like the 'no calls.' While none of this will eliminate the need for more officers but might decrease time demand.

Recommendation 9: BPD should collect consistent, validated data necessary for completing thorough and comprehensive staffing studies on a regular basis. Policies and technology should be put into place to ensure that validated, consistent data is collected and kept in a way that it can be accessed and analyzing without manipulation.

Recommendation 10: BPD should analyze variations in districts' response times to determine causes for slower or faster response times within and across districts. This analysis should include exploring the many variables that can impact response time to include district geography, logistics, traffic patterns, crime rates and types, etc.

- Using this information, the BPD should complete an evaluation of district / post boundaries to ensure that the boundaries create the most efficiencies in providing policing services to the city of Baltimore.

Recommendation 11: BPD should study and revise patrol deployment and shift strategies in light of community policing requirements under the consent decree. Strategies should support community partnerships and problem solving.

Recommendation 12: BPD should use best practices to maximize and regularly measure and assess officer discretionary time.

Recommendation 13: Response to calls for service time should be examined during weekly Comstat to identify challenges and ensure accountability for response in each of the districts. Goals for response times should be defined, informed by community survey and police officer input, by the Police Commissioner.

Recommendation 14: BPD should continue workload analysis and deployment / allocation studies on an annual basis using national best practices, while reform efforts are on-going, to

ensure that staffing levels continue to address community needs. These studies should continue on a regular basis thereafter approximately every three to five years.

- A cadre of BPD staffing subject matter experts should be tasked with conducting regular, evidence-based analysis of BPD staffing.
- The process used should not only include a workload analysis, but also community input, police officer input, consideration of department priorities, and other relevant information to inform a comprehensive study.
- BPD should consider establishing a 'Research and Planning,' or similar unit that is staffed with academic and research staff who are able to support evidence-based studies throughout the organization and assist in planning efforts. This unit should regularly partner with local universities to leverage academic skillsets and resources to develop data-supported strategies to solve problems and study issues in the organization.

6 Analyses of Baltimore Police Investigations Staffing

BPD's investigative units serve as critical components of the work done by the department. The PF team examined caseload data from the following investigative sections and units for this analysis:

- Homicide Section
 - Homicide Unit
 - Citywide Shootings Unit
- Special Investigations Section (SIS)
 - Arson Unit
 - Economic Crimes Unit
 - Family Crimes Unit
 - Missing Persons Unit
 - Child Abuse
 - Animal Abuse
- Citywide Robbery and District Detective Section
 - Robbery Units
 - Burglary Units

6.1 Methodology & Data

The PF team intended to conduct a workload analysis, and so requested caseload, case time, and staffing level information from each investigative unit for the year 2017. Since staffing information fluctuated over time, particularly as units were reorganized, the assessment team used staffing charts from April 30, 2018. As in the patrol workload analysis, to evaluate investigative staffing based on current caseload, the PF team also requested payroll data from the units from January 1, 2017 through December 31, 2017 with leave codes.

The PF team also requested lists of officers assigned to each unit in January and December of 2017 to be able to generate lists of officers who worked in investigative units for the entire year. After considerable cleaning, this data provided the average amount of time over the course of a year that officers are available for investigative duties.

Unfortunately, BPD does not keep track of case time information or use a formal solvability system that would help to categorize and estimate the time required to fully investigate cases. Thus, in the analysis section, the PF team attempted to use proxy data from past staffing studies—namely a 2008 staffing study of the San Francisco Police Department¹⁷³ and 2012 staffing study of the Austin Police Department¹⁷⁴—which were selected based on their comparability as large departments and availability of comparative information.

For the homicide section, the PF team did use best practice ratios to estimate homicide unit staffing. Drawing primarily from the Bureau of Justice Assistance report *Homicide Process Mapping: Best Practices for Increasing Homicide Clearances by Dr. Carter*, the assessment team estimates best practice staffing targets for homicide detectives working active cases based on BPD homicide caseload in the homicide workload analysis section below.

For all of the other investigative units, however, after considerable work by the PF team to make the Austin and San Francisco data work as proxies for actual BPD case investigation time, the team came to understand that too many variables impact how long it takes to investigate a case to use data from just two other police departments in place of actual BPD time data. The team simply was not comfortable with any analysis that did not use Baltimore-specific data.

Were BPD to document and use unit-specific case time organized by solvability factors information, the department could conduct an accurate analysis using the caseload and case time methodology in the future. However, the analysis and information displayed here can begin to provide a better understanding of staffing areas of concern.

6.2 Homicide Section

The BPD Homicide Section is commanded by a major. It has two rotating shifts of homicide detectives – A and B – each headed by a lieutenant. Each shift is composed of four squads supervised by a sergeant; when at full strength, each squad is comprised of six detectives. The homicide section is staffed 24 hours a day.

¹⁷³ Police Executive Research Forum. (2008, December). *Organizational Assessment of the San Francisco Police Department: A Technical Report. Final Report.*

https://sanfranciscopolice.org/sites/default/files/FileCenter/Documents/14694-San_Francisco_Organizational_Review_Final_Report.pdf

¹⁷⁴ Police Executive Research Forum. (2012, July). *Austin Police Department Patrol Utilization Study: Final Report.*

Retrieved from <http://www.austincrime.org/wp-content/uploads/PERF-Final-Report-Austin-copy.pdf>

As of April 30, 2018, each of these squads had at least one vacancy, with A squad at 19 detectives and B squad at 20 detectives.¹⁷⁵ In addition to homicide cases, the homicide unit may be assigned additional cases. In 2017, the section handled:

- 339 homicide cases (343 victims);
- 882 cases involving questionable deaths, suicides, suspicious deaths, and overdoses;
- one abduction;
- seven police involved shootings;
- two aggravated assaults;
- four threats on police;
- five non-fatal shootings;
- 42 shootings with homicide victims; and
- one robbery.¹⁷⁶

Additionally, the Homicide Section had five units grouped under Cold Case, led by a lieutenant. These units, each supervised by a sergeant, included:

- a Cold Case Unit with four detectives that may be assigned to new homicide and shooting cases;
- an Operations Unit with six detectives that locates witnesses and suspects;
- an Overdose Task Force with six detectives that was formed in 2017 and investigates drug overdose deaths and aims to prosecute involved drug dealers for murder;
- Administrative Unit with two detectives and two civilian staff persons; and,
- the Medical Examiner's Office with one sergeant assigned.

The Section had two detectives detailed out and one detective on medical leave.¹⁷⁷

While a growing number of agencies across the country have established and funded cold case investigative units over the last few decades, agencies vary widely in how they administer, staff, organize, and resource these units. A 2011 RAND study using a national law enforcement survey with 1,051 respondents found that cold case units are found almost exclusively in larger agencies, with 18 percent of agencies that have 100 or more sworn officers having dedicated cold case units, primarily focused on homicide cold cases. Generally, the number of cold case investigators varies, and detectives may switch between active and cold case investigations, as BPD cold case detectives are assigned.¹⁷⁸

Citywide Shootings

¹⁷⁵ "CID Staffing Charts." (2018, April 30). Provided by BPD to the PF team June 11, 2018.

¹⁷⁶ BPD responses to Police Foundation Staffing Study Materials Request List, sent from Compliance, Accountability & External Affairs Division to PF team. (2018, January 9).

¹⁷⁷ "CID Staffing Charts." (2018, April 30).

¹⁷⁸ Davis, R., C. Jensen, K. Kitchens. *Cold-Case Investigations: An Analysis of Current Practices and Factors Associated with Successful Outcomes*. (2011). RAND Corporation. Retrieved from https://www.rand.org/pubs/technical_reports/TR948.html

Citywide Shootings handles all contact shootings and cases involving shootings as well as other types of cases assigned.¹⁷⁹ Citywide Shootings is composed of two shifts—A and B shift—each led by a lieutenant. Each shift has three squads and each squad is led by a sergeant.

As of April 30, 2018, almost all of these squads had one vacancy, with A squad at 13 detectives, one of whom is limited duty, and B squad at 13 detectives, leaving the section with four detective vacancies.¹⁸⁰

In 2017, Citywide Shootings handled 565 shooting cases (662 victims), 62 self-inflicted shootings, 26 aggravated assault by shooting, four robberies, and 13 aggravated assaults.¹⁸¹

6.3 Special Investigations Section

The Special Investigation Section (SIS) is commanded by a major and is composed of the:

- Arson Unit,
- Economic Crimes,
- Family Crimes Unit,
- Missing Persons Unit.
- Sex Offense Unit and Sex Offense Cold Case Unit,
- Child Abuse Unit,
- Sex Offense Registry Unit,
- State Attorney's Unit, and
- Animal Abuse Unit.

Each of these units is typically headed by a sergeant, with lieutenants supervising multiple units. Of these units, this analysis focuses on the units with the most available and comparative data to conduct an analysis.

Arson Unit

The BPD Arson Unit investigates cases that have been ruled arson by the City Fire Investigation Bureau (FIB). As of April 30, 2018, the Arson Unit had four detectives.¹⁸² The unit worked 169 cases in 2017.¹⁸³ The unit is currently working to form a partnership with ATF to create an ATF Arson Task Force, which would have access to more resources so that cases could be resolved more quickly.¹⁸⁴

¹⁷⁹ Captain, Homicide Section, interview with PF team, December 19, 2017.

¹⁸⁰ "CID Staffing Charts." (2018, April 30).

¹⁸¹ BPD responses to Police Foundation Staffing Study Materials Request List, sent from Compliance, Accountability & External Affairs Division to assessment team. (2018, January 9).

¹⁸² "CID Staffing Charts." (2018, April 30).

¹⁸³ 2017 SIS case load received via email from Major, SIS. (2018, May 24). Provided to assessment team May 24, 2018.

¹⁸⁴ Major, SIS, interview with assessment team, December 19, 2017.

Economic Crimes Unit

Economic Crimes Unit investigates larger financial cases, normally involving values over \$10,000. Investigations require access and tracking of bank and other financial records, which can take an extended period of time to review. In addition to these lengthy investigations, unit members also assist victims on credit card thefts to provide advice on next steps and to confirm that victims have filed a police report on the loss. They also assist Missing Persons and other units with financial work-ups as part of an investigation.¹⁸⁵

As of April 30, 2018, the Economic Crimes Unit had two detectives and a Community Service Officer (CSO),¹⁸⁶ which is an administrative position that performs clerical and administrative tasks.¹⁸⁷ In 2017, the unit worked 105 cases.¹⁸⁸

Family Crimes Unit

The Family Crimes Unit primarily handles domestic violence cases, as well as some other family-related crimes like elder abuse. The unit is led by a lieutenant and includes two investigative squads, each supervised by a sergeant. As of April 30, 2018, with 18 budgeted detective positions,¹⁸⁹ Squad A had five detectives, one of whom was limited duty, and Squad B had three detectives, leaving eleven vacancies. The unit also employed five civilians including one Office Supervisor (OS), two Community Service Officers (CSOs), and two Contract Specialists (CWs).¹⁹⁰ Detectives cover day and evening shifts, and one detective works the midnight shift. The unit works out of the Baltimore Child Abuse Center and is co-located with House of Ruth representatives, an umbrella non-profit domestic violence service provider.¹⁹¹

In 2017, the unit handled 9,518 cases.¹⁹² These are cases where a family violence detective responds to scene or hospital at the request of the patrol unit. Detectives and civilian staff manually enter approximately 15,000 domestic violence reports into the case management system a year. A two-month backlog on entry currently exists. The unit spends approximately \$5,000 a month in overtime for data entry in this unit alone. Each detective enters information when he/she is assigned a case for follow-up.

¹⁸⁵ Ibid.

¹⁸⁶ There are a few different civilian positions within investigative units: A Community Service Officer (CSO) is an administrative position that performs clerical and administrative tasks. A Contract Specialist (CW) is a contractual employee of BPD, typically retired officers. They also assist with some administrative aspects of case work. An Office Supervisor (OS) is typically in charge of the civilian personnel of a Unit or Section. They often report to the Section's Administrative Sergeant or a Unit Commander, and are responsible for payroll, leave, and other personnel records.

¹⁸⁷ "CID Staffing Charts." (2018, April 30).

¹⁸⁸ 2017 SIS case load received via email from Major, SIS. (2018, May 24).

¹⁸⁹ Major, SIS, comments to report draft. (2018, June 12). Provided to PF team, June 12, 2018.

¹⁹⁰ "CID Staffing Charts." (2018, April 30).

¹⁹¹ Major, SIS, interview with PF team, December 19, 2017.

¹⁹² 2017 SIS case load received via email from Major, SIS. (2018, May 24).

Additionally, the unit reviews all domestic violence lethality assessments. Personnel attempt to re-contact victim if the House of Ruth representatives cannot make contact.¹⁹³

Missing Persons Unit

The Missing Persons Unit handles cases where the missing person is under 13 years old, considered a vulnerable adult, and when an adult is missing under suspicious circumstances. Missing youth cases between 14 and 17 are handled by patrol unless there are suspicious circumstances or human trafficking is suspected.¹⁹⁴

The Unit is headed by a lieutenant (who also supervises the Sex Offender Registry Unit) and one sergeant. As of April 30, 2018, the Unit consisted of five detectives and a civilian case manager.¹⁹⁵ The unit covers the day and the evening shift, and the midnight shift is covered by an on-call system.¹⁹⁶

In 2017, the unit worked 484 cases.¹⁹⁷

Sex Offense Unit

BPD's Sex Offense Unit investigates first-degree rape, second-degree rape, and third-degree sex offense cases. 4th degree sex offense cases are handled by Patrol. Led by a lieutenant, as of April 30, 2018, Sex Offense is organized into three squads—A, B, and C—in addition to one Cold Case squad. Each squad is supervised by a sergeant. Squads A, B, and C each had three to four detectives for a total of 11 detectives.¹⁹⁸ The Cold Case squad had two detectives and one civilian case manager who handle both Sex Offense and Sex Offense Cold Case files.¹⁹⁹ The Cold Case squad follows up on old matches in the Combined DNA Index System (CODIS) as approximately 89 percent of sexual assault forensic evidence (SAFE) kits are tested by the lab. The Cold Case squad also receives open cases when an active sex offense detective is transferred or leaves one of the other Sex Offense squads.²⁰⁰

In 2017, the Sex Offense Unit handled 322 cases.²⁰¹ Currently, cases are not triaged or screened based on solvability. Squads A, B, and C each have a rotating “open week” where they are not assigned cases and are able to catch up on investigations and paperwork.²⁰²

¹⁹³ Major, SIS, interview with PF team, December 19, 2017.

¹⁹⁴ Major, SIS, interview with PF team, December 19, 2017.

¹⁹⁵ “CID Staffing Charts.” (2018, April 30).

¹⁹⁶ Major, SIS, interview with PF team, December 19, 2017.

¹⁹⁷ 2017 SIS case load received via email from Major, SIS. (2018, May 24).

¹⁹⁸ “CID Staffing Charts.” (2018, April 30).

¹⁹⁹ Ibid.

²⁰⁰ Major, SIS, interview with PF team, December 19, 2017.

²⁰¹ 2017 SIS case load received via email from Major, SIS. (2018, May 24).

²⁰² Major, SIS, comments to PF team, June 28, 2018.

Section XI of the consent decree, “Handling of Reports of Sexual Assaults” mandates requirements for training detectives, investigating cases, and tracking case results. These requirements will improve the professionalism of Sex Offense Unit case investigations in the long term, but may increase amount of time it takes an investigator to conduct an investigation.

Detectives and supervisors use an investigative checklist currently located in Lotus Notes case management system. The checklist provides a guide, containing 33 investigative tasks, to track case activity that must be completed for each case. Supervisors are directed to review and approve case activity based on the checklist by 48 hours, and then 7, 14, 28, and 60 days after the case is opened. The Unit aims to close each case within 30 days. The State’s Attorney’s Office is responsible for reviewing cases for charging, which may extend the amount of time a case is open.²⁰³

The BPD has averaged a 54 percent clearance rate for sexual assault cases compared to the 2016 Uniform Crime Report average of 38.4 percent for jurisdictions across the U.S. from 500,000 to 999,999 in population.²⁰⁴

Child Abuse Unit

The Child Abuse Unit handles cases of physical and sexual child abuse. The unit is headed by a lieutenant and should have two squads, each lead by a sergeant. As of April 30, 2018, Squad A had a sergeant and six detectives, with the sergeant and one of the detectives on limited duty, and Squad B had no sergeant and four detectives.²⁰⁵

In 2017, the Child Abuse Unit handled 455 cases.²⁰⁶ Unit personnel cover day and evening shifts with an on-call system used after 3 pm. The unit handles physical and sexual child abuse cases. It works out of the Baltimore Child Abuse Center (a non-profit organization) located in the City of Baltimore. The unit is co-located with civilian forensic interviewers, child forensic assault physicians and State’s Attorney representatives.²⁰⁷

Child Abuse cases are assigned similarly to those in the Sex Offense Unit, using an “oldest case” rotation based on which detectives are working at the time case comes in. Detectives have reportedly averaged 54 cases per year in the past, although the caseload declined some in 2017 when 455 cases were reported for an average of 46 cases per detective. Case assignments are made approximately every five to seven days. The unit uses the same checklist and supervisory review process as the Sex Offense unit. Detectives must complete a report within 10 days per state law and forward it to Child Protective Services. The Unit’s goal is to get the case to State’s

²⁰³ Major, SIS, interview with PF team, December 19, 2017.

²⁰⁴ Baltimore had approximately 622,000 residents in 2018.

²⁰⁵ “CID Staffing Charts.” (2018, April 30).

²⁰⁶ 2017 SIS case load received via email from Major, SIS. (2018, May 24).

²⁰⁷ Major, SIS, interview with PF team, December 19, 2017.

Attorney's Office (SAO) within 30 days. Review by the SAO of child abuse cases takes longer than sex offense case reviews due to their complexity and involvement of juvenile victims.²⁰⁸

6.4 Citywide Robbery and District Detectives

Prior to July 2018, the Citywide Robbery and District Detective Section handled robbery and burglary cases throughout the city. The section was led by a major and was organized into units that fall under either robbery or burglary.

As of April 30, 2018, Citywide Robbery employed 36 detectives, including one listed as suspended. The detectives were split among eight squads in addition to one detective assigned to administrative duties and two assigned to an FBI Task Force. Each of the eight main squads should be led by a sergeant, and a lieutenant should oversee four squads each, although in April one sergeant position remained empty and one lieutenant was on limited duty.²⁰⁹ Citywide Robbery is centralized, although generally each squad is assigned a district station coverage area and each detective is assigned a sector in their district of responsibility.²¹⁰ In 2017, Citywide Robbery handled 5,469 robbery cases.²¹¹

Besides robbery, as of April 30, 2018, the section also employed 38 detectives, including five employees on limited duty and one listed as suspended, organized into nine district-based squads and one administrative unit. Each district burglary squad was led by a sergeant and typically had four detectives assigned. A lieutenant was additionally assigned to the administrative unit.²¹² The burglary squads were decentralized. Since burglary detectives were based in the districts they focus on, the squads work directly with their district commanders²¹³ and may be assigned aggravated assault cases as well.²¹⁴ In 2017, District Burglary Detectives handled 6,965 burglary cases.²¹⁵

In July 2018, the burglary squads were dissolved, with officers being reassigned to patrol.²¹⁶

²⁰⁸ Ibid.

²⁰⁹ "CID Staffing Charts." (2018, April 30). Provided to the the PF team by BPD.

²¹⁰ Major, District Detective Section, interview with PF team, December 19, 2018.

²¹¹ BPD responses to Police Foundation Staffing Study Materials Request List, sent from Compliance, Accountability & External Affairs Division to assessment team. (2018, January 9).

²¹² "CID Staffing Charts." (2018, April 30).

²¹³ Major, District Detective Section, interview with PF team, October 4, 2018.

²¹⁴ Major, District Detective Section, interview with PF team, December 19, 2018.

²¹⁵ BPD responses to Police Foundation Staffing Study Materials Request List, sent from Compliance, Accountability & External Affairs Division to assessment team. (2018, January 9).

²¹⁶ Duncan, I. "Baltimore Police assign 115 extra officers to patrol the streets in hopes of curbing overtime spending, crime." (2018, July 11). Retrieved from <http://www.baltimoresun.com/news/maryland/crime/bs-md-ci-extra-police-officers-20180711-story.html>

6.5 Investigations Workload Analysis

6.5.1 Homicide Caseload Analysis Using Best Practice Ratios

One approach recommended to be used specifically for an analysis of homicide staffing is an analysis of caseload per detective. While no widely accepted ‘caseload per homicide detective,’ standard exists, the Bureau of Justice Assistance report *Homicide Process Mapping: Best Practices for Increasing Homicide Clearances* recommends a best practices ratio of approximately 3 cases per year per lead investigator.

As the report states:

“While a range of different models exists, an optimum squad size appears to be one supervisor and four investigators, with investigators rotating as the lead investigator. The number of squads is at an optimum when, given the annual number of homicides in a jurisdiction, each investigator is the lead investigator for three homicides per year. At first impression, this number may seem low; however, there are several factors that lead to this practice. The lead investigator typically has a number of responsibilities on a case that other investigators do not have. These include managing the information flow and the case file, briefing supervisors and commanders on the status of cases, meeting with the District Attorney’s Office on the investigation, meeting with the medical examiner, and meeting with forensic analysts, as well as a wide array of other case management responsibilities. Significant time is spent with witnesses and family management that is sometimes overlooked by police management. In addition, the lead investigator will be responding to homicide scenes and providing investigative support to other cases. Finally, in virtually all homicide units studied, investigators are also assigned to other cases—such as officer-involved shootings, suicides, suspicious deaths, and/or kidnappings. These would be additional cases that often are not as detailed and consuming as homicide investigations. Hence, while the optimum number of cases for which an investigator may serve as lead may be three cases a year, there are many other responsibilities in the investigator’s portfolio.”²¹⁷

This recommendation was qualified with “Obviously, this number is a guidepost and not absolute, because it will depend on the nature of the cases.”²¹⁸

After reviewing BPD cases and investigative processes, a Police Executive Research Forum (PERF) study of BPD’s Homicide Investigation process similarly recommended that based on this

²¹⁷ Carter, David L. (2013), *Homicide Process Mapping: Best Practices for Increasing Homicide Clearances*. Washington, DC: Bureau of Justice Assistance, p.9. Retrieved from https://www.iir.com/Documents/Homicide_Process_Mapping_September_email.pdf

²¹⁸ Ibid.

best practice and the nature of BPD cases, BPD should staff their homicide unit so that each detective rotates as the lead on an average of four to six new homicide cases a year.²¹⁹

While only one major factor in homicide clearances, as noted by the BJA report, BPD data suggests that when cases per detective is lower, closure rates tend to improve. Table 18 compares the homicide closure rates in Baltimore to the cases per detective and provides the UCR closure rate for comparison. In 2015 and 2016, as the number of homicide detectives declined at the same time that homicides rose to over 300 in the year, the number of average cases per detective rose to over eight and homicide closure rates dropped.

Table 18: BPD Homicides, Homicide Detectives, and Closures

Year	BPD Homicide-Specific Cases ²²⁰	BPD Average Number of Homicide Detectives (Squads A and B Only)	BPD Average Number of Homicide Cases per Detective	BPD Homicide Closure Rate	UCR Homicide Closure Rates for cities/counties 500,000 – 999,999
2012	217	47	4.6	48.4%	50.9%
2013	235	48	4.9	50.2%	57.2%
2014	211	45	4.7	45.0%	56.2%
2015	344	40	8.6	28.2%	50.2%
2016	314	37	8.5	37.3%	49.3%
2017	343	45	7.6	51.6%	Unavailable

Sources: “2012-October 2017 Detective Caseload,” BPD Homicide Unit; “Homicide Analysis 2017 End of Year Report,” BPD Homicide Unit; *Percent of Offenses Cleared by Arrest or Exceptional Means, 2012-2016*, Uniform Crime Report.

Based on this information, the PF team recommends that BPD remain the 3 cases assigned annually per homicide detective ratio. Should BPD move to return their cases per detective ratio to 3, in line with the standard set by academic research, the following table displays the approximate number of detectives they would need varying by 250, 300 and 350 cases per year.

Table 19: BPD Homicide Detective Recommendations for Caseload Ratios

Homicide Cases	Homicide Detectives Recommended for a ‘3 Cases per Detective’ Ratio	Homicide Detectives Recommended for a ‘4 Cases per Detective’ Ratio	Homicide Detectives Recommended for a ‘5 Cases per Detective’ Ratio
250	83	63	50

²¹⁹ Police Executive Research Forum. (2016, April). *Review of the Baltimore Police Department’s Homicide Investigation Process: Findings and Recommendations*.

²²⁰ The number of homicide cases does not always equate to the number of homicide victims; thus, the count of victims for each year may differ.

300	100	75	60
350	117	88	70

6.5.2 Investigative Unit Caseload Analysis Using Solvability and Time Estimates

A common approach to examining investigative unit staffing relies on using solvability factors to categorize and estimate the time required to fully investigate cases depending on the availability of solvability factors. No matter how much police officers and investigators put forth in investigative effort, not all crimes can be solved. Solvability factors are the pieces of information at a crime scene that may help to bring a case to a successful disposition. The factors help to assess the likelihood that a more extended investigation will produce results.²²¹

Useful solvability factors include:

- Witnesses to the crime – individuals or “electronic witnesses” in the form of video/audio recordings;
- Knowledge of suspect’s name;
- Knowledge of where the suspect may be located;
- Description of the suspect;
- Description of the suspect’s vehicle;
- Traceable property;
- Specific method of operation (MO);
- Presence of usable physical evidence; and
- Assistance of the public and/or the news media.²²²

Using solvability factors, cases can be divided into four general categories (“contact only”, “less complex”, “typical”, and “more complex”), representing their degree of available solvability factors and thus how different cases vary in the length of time they may take to be solved or otherwise concluded:

- “Contact only” cases have very little solvability and are low on investigative priority. They usually merit a recontact of the victim to see if any further evidence has turned up.
- “Less complex” cases typically have a great many solvability factors and are relatively easy to solve. For example, a less complex case may involve readily available DNA evidence and a perpetrator known to the victim.
- “Typical” cases have a moderate number of solvability factors. With a concentrated investigative focus, they can often be solved.
- “More complex” cases may have few solvability factors but with a maximum of investigative effort may be solved. This effort may include finding witnesses and getting them to testify.

²²¹ Austin Police Department Patrol Utilization Study: Final Report.

²²² Ibid.

The BPD does not use a formal solvability system. Its case assignment process depends on the current caseload, the type and complexity of a case, and the general impression of the case's solvability. In addition, none of the BPD investigative units examined were able to provide time estimates for the amount of time needed to complete a case, or otherwise records data that would allow for a thorough analysis using BPD case time.

As discussed earlier, in place of this data, time estimates for the average time needed to complete a case were reviewed from past studies of investigative staffing as a proxy to complete this workload analysis. However, these proxies were deemed insufficient for producing an accurate analysis due to variations in investigative protocols, requirements and processes across agencies. For example, certain BPD SIS units, like the Family Crimes Unit described being backlogged on internal reporting because of the amount of time it takes to manually enter data into their information systems.²²³ While anecdotal information can inform estimates used, without BPD-specific accurate data, an investigative analysis cannot necessarily account for longer (or shorter) time requirements a BPD detective may have to enter data given their specific data entry requirements and existing information management systems, compared to other departments. It similarly cannot account for other variations of time between BPD-specific time usage and time estimates derived from other departments.

BPD should establish procedures to document related information, specific-to their investigations, to be able to conduct more analyses specific to their investigative priorities and hours spent in the future. Once the BPD has this data, they will be able to use the calculations outlined in the table below to make closer approximations about necessary staffing.

The sample analysis table below provides a better view of the calculations necessary to determine necessary investigative staffing.

Table 20: Sample Investigations Unit Calculations

Investigative Unit	Average Time per Case Weighted by	Total Number of Cases in 2017²²⁵	Total Estimated Hours Needed to Investigate Cases in a Year using	BPD Average Rate (%) of Time for Detectives to Conduct	BPD Annual Hours per Detective per Year²²⁸	Detectives Needed²²⁹	Current Detectives²³⁰
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²²³ Major, SIS, interview with PF team, December 19, 2017.

²²⁵ Total Number of Cases in 2017 = Total number of cases in 2017. Can be replaced with number of cases in another year period, i.e. 2018 figures.

²²⁸ BPD Annual Hours per Detective per Year = BPD Average Rate of Time for Detectives to Conduct Investigations x 2080.

²²⁹ Detectives Needed = Total Estimated Hours Needed to Investigate Cases in a Year / BPD Annual Hours per Detective per Year.

²³⁰ Current Detectives = The number of BPD detectives assigned to the unit as of April 30, 2018. Can be replaced with a more current number of detectives.

	Solvability Factors ²²⁴		BPD # of Cases ²²⁶	Investigations ²²⁷			
Homicide		483		81.02%	1685.22		57
Shootings		703		82.07%	1707.06		26
Arson		169		61.54%	1280.03		4
Economic Crimes		105		80.77%	1680.02		2
Family Crimes		9518		71.71%	1491.57		8
Missing Persons		484		78.97%	1642.58		5
Sex Offenses		322		79.90%	1661.92		13
Child Abuse		455		76.50%	1591.20		10
Robbery		5469		82.12%	1708.10		36
Burglary		6965		77.23%	1606.38		38

Sources: BPD responses to Police Foundation Staffing Study Materials Request List, sent from Compliance, Accountability & External Affairs Division to PF team, January 9, 2018; 2017 SIS case load received via email from Major, SIS, May 24, 2018; "CID Staffing Charts," April 30, 2018; BPD payroll leave data, January 1, 2017-December 31, 2017; and lists of detectives and their rank who were assigned to each unit in January 2017 and December 2017.

6.6 Investigations Recommendations

Recommendation 15: The BPD should conduct business process mapping and investigative staffing reviews to ensure processes and staffing strategies are in line with national best practices for the most efficient and effective investigations to increase clearance rates and improve customer service.

- For example, research on homicide investigation best practice may include:
 - Braga, Anthony & Desiree Dusseault. "Can Police Improve Homicide Clearance Rates." Harvard Kennedy School, Rappaport Institute. November 2017.
https://www.hks.harvard.edu/sites/default/files/centers/rappaport/files/braga_homicideclearance%20v7.pdf
 - Carter, D. and Jeremy Carter. "Effective Police Homicide Investigations: Evidence from Seven Cities with High Clearance Rates." 2015. Volume: 20 issue: 2, page(s): 150-176

²²⁴ Average Time per Case Weighted by Solvability Factors = (contact only percentage of total cases x average hours per case) + (less complex percentage of total cases x average hours per case) + (typical percentage of total cases x average hours per case) + (more complex percentage of total cases x average hours per case).

²²⁶ Total Estimated Hours Needed to Investigate Cases in a Year = Average Time per Case Weighted by Solvability Factors x Total Number of Cases in 2017.

²²⁷ BPD Average Rate (%) of Time for Detectives to Conduct Investigations = The average rate of time detectives in the unit have available to conduct investigations. Calculated based on the leave records, January 1-December 31, 2018, provided by BPD. The breakdown of leave for each of the investigative units shown is displayed in Table 34 in Appendix 13.7.2. It should be noted that calculations for smaller units like Arson were based on an extremely low number of detectives whereas larger units like Homicide were based on a higher number of detectives and are thus likely to provide a more accurate rate.

- Carter, D. "Homicide Process Mapping: Best Practices for Increasing Clearances." 2013. https://www.iir.com/Documents/Homicide_Process_Mapping_September_email.pdf.
- US Department of Justice, Bureau of Justice Assistance. "An Assessment of the New Orleans Police Department Homicide Section." 2010. <https://centerforimprovinginvestigations.org/wp-content/uploads/2017/07/NOPD-Homicide-Assessment-March-2011.pdf>

Recommendation 16: BPD should adopt a case assignment system that uses solvability factor processes. This will allow for more efficient and effective allocation of cases and investigative tasks.

Recommendation 17: BPD should work with the Information Technology Section to ensure that new case management technology is able to support collecting data at a micro-level including case time completion by solvability factor, so that workload can be managed at the detective level and staffing decisions can be properly informed. BPD's analysis should also consider prosecutorial and community priorities and preferences. BPD should establish procedures to document related information, specific to their investigations, to be able to conduct more analyses that are more specific to their investigative priorities and hours spent in the future.

Recommendation 18: BPD Investigations staff should work in partnership with district patrol to enhance its relationship with the community to improve chances of receiving quality investigative information.

7 Analysis of Office of Professional Responsibility Staffing

The BPD Office of Professional Responsibility (OPR) is in charge of investigating allegations of misconduct involving BPD personnel. Such investigations include equal opportunity and diversity complaints, misconduct allegations, body-worn camera violations, pursuits, officer involved vehicle accidents, and policy compliance.

Along with BPD's reorganization, OPR has undergone several changes over the last year. In the May 15, 2018 organizational chart, OPR resided under the Strategic Investigations and Support Services Bureau.²³¹ A chief headed the Office. A major oversaw the Policy Compliance Section, Internal Affairs Section, and a second Internal Affairs Section with responsibilities for body-worn camera violations and pursuits, and Administrative Section. A director oversaw the Equal Opportunity and Diversity Section (EODS).²³²

²³¹ Baltimore Police Department. (2018, May 15). *Baltimore Police Department Organizational Chart*. Retrieved from <https://www.baltimorepolice.org/sites/default/files/General%20Website%20PDFs/BPDOrgChart.pdf>

²³² Baltimore Police Department. "Current OPR Staffing Chart." (2018, May 9). Provided to assessment team May 11, 2018.

As of August 7, 2018, OPR became a direct report to the police commissioner. The Office also had plans to return officer-involved vehicle accident reviews to the traffic section with an Internal Affairs Division (IAD) detective component. As of August 7, 2018, OPR staffing is as follows.²³³

- One chief
- Anti-Corruption/Ethics Section:
 - One lieutenant colonel
 - One sergeant
 - Three detectives
- Internal Affairs
 - One major (administrative unit, intake classification, integrity assurance and investigations)
 - Six lieutenants (full duty)
 - Six sergeants (full duty)
 - One sergeant (light duty)
 - One sergeant (medical)
 - 27 detectives (full duty)
 - Three detectives (408)
 - Three contract specialists
 - One community service officer
 - One lieutenant (EODS)

As OPR does not currently track the time required to complete each case investigation, a comprehensive staffing analysis based on workload and case time estimates cannot be completed. However, examinations of OPR's workload and comparisons to other departments can provide a better understanding of OPR staffing and suggestions for future staffing.

7.1 Internal Affairs Staffing and Workload

Internal Affairs (IA) is responsible for investigating complaints against officers. As of August 8, 2018, IA was broken into three investigative sections that handle cases citywide, rather than being sectioned into areas. Each section consists of one lieutenant, two sergeants and seven detectives (full duty) and one detective (408). Currently, four detective vacancies exist in each section totaling 12 detectives. Table 21 presents IA's caseload in 2016 and 2017.²³⁴

Table 21: Internal Affairs Cases in 2016 and 2017

Case Type	2016	2017
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²³³ Chief, Office of Professional Responsibility. (2018, August 8). Email forwarded to assessment team August 9, 2018.

²³⁴ Chief, Office of Professional Responsibility. (2018, August 8).

Total Received Cases – Internal, External, Ethics, and Administratively Tracked Incidents	673	742
Sustained Internal, External, and Ethics Cases	167	203
Closed Internal, External, and Ethics Cases	901	482
Closed Administratively Tracked Incidents	86	116
Police Officer Involved Shootings	13	10
Accidental Discharges	3	4
Animal Shootings	5	3
Excessive Force (Includes Unwarranted Action and Unnecessary Force)	124	71
Abusive or Discriminatory Language	116	44
False Arrest or False Imprisonment	93	112
Harassment	84	79
Use of Force Reports	1,423	2,203

Source: “PC Weekly Report 12-31-2017,” BPD Office of Professional Responsibility.

BPD OPR’s target for completion of a full internal investigation is 90 days, but the PF team was told that investigations can often take as long as nine months.²³⁵ Internal affairs investigations must be extremely thorough to achieve credibility. Investigators assigned to perform internal investigations must also be well trained and have the ability to ensure investigations are fair for both complainants and officers.

The consent decree sets additional specific requirements for “Misconduct Investigations and Discipline,” including a requirement that BPD “Complete their administrative investigations within 90 days of the initiation of the investigation. Any request for an extension of time must be approved in writing by the Director of the OPR.”²³⁶

OPR personnel reported that administrative duties take an extraordinarily long time due to their case system. IA uses both electronic files and hardcopy files, often with neither system entirely complete. As a result, personnel may spend more time than otherwise necessary tracking down information they already have. The *BPD Technology Resource Study* submitted to the Court in June of 2018 also identified deficiencies in the use of IAPro to streamline IA case investigations.

OPR was subject to details; thus, detectives may be detailed out even when already overwhelmed with cases.²³⁷ In recent months, this practice has been discontinued so that detectives only spend working hours on their assigned cases.²³⁸ In addition to developing a more trusted and comprehensive case management system, BPD should consider increasing

²³⁵ Chief and Major, Office of Professional Responsibility, interview with PF team, September 29, 2017.

²³⁶ [United States of America v. Police Department of Baltimore, et al.](#) (2017).

²³⁷ Chief and Major, Office of Professional Responsibility, interview with PF team, September 29, 2017.

²³⁸ Chief, Office of Professional Responsibility. (2018, August 8).

their civilian staffing. Table 22 details the numbers of internal affairs staff members for comparable departments.

Table 22: Comparable Internal Affairs Staff

	Baltimore Police Department (2018) ²³⁹	New Orleans Police Department (2018)	Austin Police Department (2012) ²⁴⁰	Cleveland Police Department (2018)	Newark Police Department (2018)
Actual Department Staffing (2016) ²⁴¹	2,908	1,403	2,361	1,678	1,383
Internal Affairs Section/Division/Unit	24 (52 in OPR total)	40	12	8	15 (21 in OPR Total)
Sworn	22	27	12	7	15
Sworn Percentage of IA Total	91.7%	67.5%	100%	87.5%	100%
Detectives	15	4	0	0	3
Sergeants	5	17	11	7	8
Civilian	2	13	0	1	0
Civilian Percentage of IA Total	8.3%	32.5%	0%	12.5%	0%

Sources: Emails from staff members provided to assessment team, from New Orleans Police Department, May 4, 2018, Cleveland Division of Police, May 4, 2018, and Newark Police Division, May 11, 2018; *Austin Police Department Patrol Utilization Study*.

7.2 Policy Compliance Section Staffing and Workload

The Policy Compliance Section was responsible for reviewing policy compliance cases as well as failure to appear cases and supervisor requests. As of May 9, 2018, the Policy Compliance Section was led by a lieutenant and had four squads of one sergeant and two to three detectives each. Table 23 displays the 2016-2017 cases.

Table 23: Policy Compliance Section Cases in 2016 and 2017

Case Type	2016	2017
Policy Compliance Cases	1,908	2,335
Failure to Appear Cases	503	176
Supervisor Requests	1,675	1,266

Source: "PC Weekly Report 12-31-2017," BPD Office of Professional Responsibility.

BPD is currently in the process of updating their policy regarding these violations. Once updated, BPD plans that minor violations like failure to appear or being late for duty will return

²³⁹ Staffing is based on May 9, 2018 organizational chart of OPR to reflect actual department staffing.

²⁴⁰ *Austin Police Department Patrol Utilization Study: Final Report*.

²⁴¹ Actual staffing numbers for all departments shown are based on 2016 numbers reported to the UCR, as displayed in Table 7: City Demographics Comparisons.

to the districts for commanders to handle. As the plan proceeds, OPR will continue to monitor the system and its progression.²⁴²

7.3 Equal Opportunity and Diversity Section Staffing and Workload

The function of BPD's Equal Opportunity and Diversity Section (EODS) is to investigate complaints about equal opportunity and diversity issues from both inside and outside BPD. According to a memo from then-Chief of the Office of Professional Responsibility (OPR) dated September 26, 2017, EODS is to record complainant interviews and then forward those that appear to be policy violations to Internal Affairs for a misconduct investigation. Complaints that do not rise to this level are recorded and placed in a case file. Cases that, after Internal Affairs investigation, do not substantiate a violation are returned to EODS for the creation of a position statement that describes the department's defense that goes to the appropriate agency: the federal Equal Employment Opportunity Commission, Maryland's Human relations Commission or the City of Baltimore's Office of Civil Rights.

As of May 1, 2018, EODS was staffed by one director, one lieutenant and one officer on 408 status.²⁴³ Until the July 2016 reorganization, in addition to the current staffing, EODS also had a sergeant, five detectives, a contract specialist and an administrative position assigned to the unit. In 2016, EODS processed 57 complaints of internal discrimination one of which met the standard for a probable cause finding of discrimination. In 2017, 74 internal complaints were processed with one meeting the probable cause standard.²⁴⁴

Under the current process, requests for disability accommodation are handled by Human Resources and most investigations are conducted by Internal Affairs. As of August 8, 2018, BPD plans to move EODS to Human Resources (HR) under the HR director and the current EODS director will handle all external complaints. OPR will host the EODS lieutenant for the purpose of cases that require disciplinary correction.²⁴⁵

In 2017, EODS conducted 36 internal trainings, including three for the Academy, two for cadets, two for new supervisors, 27 for supervisors, one for the command staff, and one for an individual.²⁴⁶ Beyond this, EODS has limited ability to conduct internal training on equality opportunity and diversity issues or conduct mediation sessions.²⁴⁷

²⁴² Chief, Office of Professional Responsibility. (2018, August 8).

²⁴³ 408 status indicates that a position is filled by an officer on medical leave pending retirement. Personnel in such positions are not able to perform any sworn duties.

²⁴⁴ Memo provided to Staffing Study team members via email by Director, EODS. (2018, May 8).

²⁴⁵ Chief, Office of Professional Responsibility. (2018, August 8).

²⁴⁶ "PC Weekly Report 12-31-2017." BPD Office of Professional Responsibility.

²⁴⁷ Call between Director, EODS, and PF team. (2018, April 8).

7.4 Impact of Consent Decree Requirements on OPR

Increased accountability through improvement in the process to investigate citizen complaints, and OPR protocols will impact BPD staffing in this section going forward. Consent decree paragraphs 329-415 lay out requirements for BPD misconduct investigations and discipline.²⁴⁸ Working with the Monitoring Team, BPD has begun to implement changes in this area, implementing significant organizational changes in the last few months. In December 2018, BPD will submit the revised OPR Investigation Policies and Manual to the Court. By January 2019, BPD will have a draft 40-hour training for OPR investigators that addresses consent decree requirements related to OPR training.²⁴⁹

7.5 Office of Professional Responsibility Recommendations

Recommendation 19: BPD OPR personnel should continue to work with the Information Technology Section to develop information management systems that streamline case management as well as collects appropriate data for tracking and analyzing staffing and accountability. OPR personnel reported that administrative duties can take an extraordinarily long time due to their case system. IA uses both electronic files and hardcopy files, often with neither system entirely complete. Contract specialists now perform all the hard copy file pulling. OPR expects to be assigned a cadet to assist with digital automation of files.²⁵⁰

- **BPD OPR should collect detailed information on staff time spent investigating cases.** This data will help to set benchmarks from which to make more informed staffing determinations and for purposes accountability.

Recommendation 20: BPD should use evidence-based processes and data to evaluate OPR staffing needs on a regular basis, particularly in light of changes made under the consent decree reforms. According to the BPD EODS internal staffing memo, “Based on the information provided, and the needs of a large agency to be both reactive and proactive in specialized equal opportunity and diversity issues, the department should staff the EODS with the Director, a lieutenant, one detective (replacing the 408 officer) and two civilian EEO investigators.”

8 Analysis of Baltimore Education and Training Section (Academy, In-Service, Firearms) Staffing

8.1 Current Education and Training Section Functions

²⁴⁸ United States of America v. Police Department of Baltimore City, et al. (2017).

²⁴⁹ BPD Monitoring Team. (2018, February 16). *First-Year Monitoring Plan*. Retrieved from <https://www.baltimorepolice.org/sites/default/files/General%20Website%20PDFs/FirstYearMonitoringPlan2-16-18.pdf>

²⁵⁰ Chief, Office of Professional Responsibility. (2018, August 8). Email forwarded to assessment team August 9, 2018.

The Education and Training Section (E and T), including the Police Academy, is a critical component of the BPD. As of May 15, 2018, the BPD E and T was moved under the responsibility of the Office of Constitutional and Impartial Policing, which reports directly to the interim police commissioner.

Among other responsibilities, BPD E and T:

- provides entry level training for recruits, currently 38 weeks of classroom instruction, physical training, and scenario-based exercises;
- oversees the field training evaluation program for recruits following classroom training, currently 10 weeks of training with multiple Field Training Officers (FTOs);²⁵¹
- trains FTOs, currently a two-week program for new FTOs;
- conducts in-service training for all existing officers including firearms qualification, annually consisting of about one to two weeks;²⁵² and
- provides leadership training for newly promoted sergeants and lieutenants.

The BPD E and T is required to meet all requirements as outlined by the Maryland Police and Correctional Training Commission (MPCTC). In addition, the consent decree requires a number of changes to officer training provided at BPD, which will impact staffing needs.

8.2 Current Police Academy Staffing

As of January 19, 2018, the E and T was budgeted for 81 positions; however, the actual strength of the Section was 71, including 59 sworn and 12 civilian staff members.²⁵³ Five of these filled positions were also labeled as light duty or out on medical, suspended, or a detail. The positions are responsible for training and oversight functions, as well as primarily administrative responsibilities like record keeping.

E and T was organized into:

- three entry-level training units,
- academic and field training unit,
- legal unit,
- continuing education unit,
- medical training unit,
- community engagement unit,
- emergency vehicle operator course (EVOC) unit,
- administrative unit,
- compliance unit (which was vacant),

²⁵¹ Baltimore Police Department. (2016, July 1). *Policy 212: Field Training Evaluation Program*. Retrieved from <https://www.baltimorepolice.org/212-field-training-and-evaluation-program>

²⁵² 2017 in-service training consisted of two weeks while 2018 in-service training is one week. 2019 in-service training is anticipated to be two weeks.

²⁵³ BPD Police Training Academy. "Staffing Information Sheet." (2018, January 19).

- professional development,
- law department,
- records unit, and
- range and armory units.

8.3 Police Academy Workload

Currently, BPD's entry level training academy can host four recruit classes a year. Classes can run simultaneously with one recruit class in field training, and others in the academy with staggered start dates, so they are in different phases of training at any one time.²⁵⁴ The maximum class size has typically been capped at about 60 recruits, largely because of limited classroom space at BPD's existing training facilities.²⁵⁵ This allows entry level training for about 240 officers per year, which is lower than BPD's goal of hiring 60 new officers every 10 weeks.²⁵⁶

From 2008 through the first three classes of 2017, classes had an average enrollment rate of approximately 45 trainees and an average graduation rate of approximately 37 trainees. During this period, the Police Academy graduated the highest number of trainees in 2012 with 220 graduates over five classes. The Police Academy had the fewest number of graduating trainees in 2015, the same year as the riots following Freddie Gray's death, with 94 graduates over three classes. Enrollment has increased since then.²⁵⁷

Table 24 displays the number of enrolled and graduated trainees from 2008 through part of 2017.

Table 24: Enrolled and Graduated Trainees, 2008-2017

Year	Enrolled	Graduated
2008	263	207
2009	244	198
2010	179	144
2011	197	172
2012	277	220
2013	157	129
2014	196	162

²⁵⁴ Memo on Assessment and Recommendations for Entry Level Academy, from Sergeant, Academic Records, to Director, Police Training Academy (2017, November 1). Provided to PF team, November 1, 2017.

²⁵⁵ Memo on Assessment of the Education & Training Section, from Captain, Education & Training Section, to Major, Education & Training Section. (2018, January 22). Provided to PF team, February 12, 2018.

²⁵⁶ Memo on Assessment and Recommendations for Entry Level Academy, from Sergeant, Academic Records, to Director, Police Training Academy. (2017, November 1). Provided to PF team, November 1, 2017.

²⁵⁷ Memo on Trainee Stats 2008- Present, from Sergeant, Academic Records, to Director, Police Training Academy. (2017, November 13). Provided to PF team, November 13, 2017.

2015	121	94
2016	118	105
2017 (first three classes)	150	129

Source: Memo on Trainee Stats 2008-Present, from Sergeant, Academic Records/Scheduling Supervisor, to Director, Police Training Academy, November 13, 2017. Provided to PF team, November 13, 2017.

No national standard exists for the staffing levels of police academies. Depending on the course, lower instructor to student ratios have been considered an important consideration as too large a ratio may result in some trainees slipping through the cracks due to inability of staff to pay close attention to the progress of all recruits in a class. Lack of available instructors can also hold up the training process; in one example, the physical agility test for entry level personnel has reportedly taken longer than necessary, causing delays in other training sessions, as a result of limited staffing.²⁵⁸

As a survey of other police departments conducted by BPD in 2015 found, average instructor-to-student ratios for tactical training including defensive tactics and high risk car stops tend to be low for other large police agencies: 1-to-5 at the Dallas Police Department, 1-to-3 at the St. Louis Police Department, and approximately 1-to-3 for scenarios and test days at the Boston Police Department.²⁵⁹ In California, the instructor-to-student ratio depends on the course, but overall 1 sergeant and 6 full time staff positions are maintained for two academies of 50 people each.²⁶⁰ Washington State uses similar ratios of full time staff and uses many civilian instructors.

Table 25 details the numbers of training staff members for comparable departments.

Table 25: Comparable Training Staff

	Baltimore Police Department	New Orleans Police Department	Cleveland Police Department	Newark Police Department (limited current training)
Actual Department Staffing (2016) ²⁶¹	2,908	1,403	1,678	1,383
Training Academy/Division/Section	71	27	21	13
Sworn	59	20	21	12
Sworn Percentage of Training Total	83.1%	74.1%	100%	92.3%
Officers/Detectives	40	12	15	6

²⁵⁸ Memo on Assessment of the Education & Training Section, from Captain, Education & Training Section, to Director, Education & Training Section. (2018, January 22). Provided to PF team, February 12, 2018.

²⁵⁹ Baltimore Police Department Training Academy Needs Assessment. Prepared by Director, Professional Development and Training Academy. (2015, July). Provided to PF team, November 1, 2017.

²⁶⁰ Chief (ret.) from California via email to PF team. (2018, July 18).

²⁶¹ Actual staffing numbers for all departments shown are based on 2016 numbers reported to the UCR, as displayed in Table 7: City Demographics Comparisons.

Civilian	12	7	0	1
<i>Civilian Percentage of Training Total</i>	16.9%	25.9%	0%	7.7%

Sources: Emails from staff members provided to PF team, from New Orleans Police Department, May 4, 2018, Cleveland Division of Police, May 4, 2018, and Newark Police Division, May 11, 2018.

8.4 Additional Considerations for Police Academy Staffing

BPD's efforts toward reform including consent decree requirements as well as unique characteristics of BPD operations bring additional considerations for BPD Police Academy staffing, as noted below.

Increased Entry Level Training Length. In 2018, entry level training has been increased from approximately 35 weeks to 38 weeks to accommodate increased emphasis on training areas highlighted by the consent decree.

Special Event Details. The training requirements of BPD require virtually constant academy operations. Any lost training time due to lack of Academy staff negatively effects the whole of BPD operations both in the long and short term. Staff are cross-trained so that unexpected absences do not result in lost training time; however, as Police Academy leaders have noted, there is "no room for unforeseen incidents," and the Police Academy is "constantly pulling staff from one job to another to 'make it work'."²⁶²

An internal memo from 2017 estimates vacation and other personnel leave allows approximately 12 percent of a squad to be out at any given time.²⁶³ On top of regular time out, sworn academy personnel are regularly requested to staff special event details. The need to continue operations with decreased staff places a substantial burden on Police Academy personnel.

Table 26 displays a snapshot of Police Academy special event details from 2015 and 2016.

Table 26: Police Academy Special Event Details, 2015-2016

	2015		2016	
Month	Details	Officers	Details	Officers
Jan	2	17	9	52
Feb	7	20	2	11
Mar	3	4	4	28
Apr	7	21	4	25

²⁶² Memo on PDTA Schedule and Staff Shortage, from Captain, Professional Development and Training Academy, to Director, Professional Development and Training Academy. (2017, August 14). Provided to assessment team, November 1, 2017.

²⁶³ Ibid.

May	8	27	5	30
Jun	12	17	5	31
Jul	2	8	6	25
Aug	1	1	3	30
Sep	4	6	8	44
Oct	3	18	6	33
Nov	4	8	5	44
Dec	9	22	3	29
Total	62	169	60	382

Note: Each officer per detail was counted once, although the same officer may have been pulled for more than one detail the same month. Each detail was counted as one day, despite some details spanning more than one day.

Source: Baltimore Police Department. "2015 – 2016 Detail List." (n.d.). Provided to PF team November 1, 2017.

Data Entry. The Police Academy has a records unit that tracks records for in-service, recruit, and other training. Since 2014, the unit has struggled to maintain records and comply with State mandated reporting requirements because of technical issues with the Police Academy's existing records management systems. Records system issues, including a critical error that caused many entry level training records to be lost, have strained staffing for the unit as records have had to be re-entered manually from hard copies on file. Similarly, records system issues have been exacerbated by both internal and external staffing challenges. In one example, after an MPCTC officer retired in 2017, his knowledge of a process to convert BPD's training record files to MPCTC's importable format for compliance was lost. BPD and MPCTC are continuing to attempt to address this issue.²⁶⁴ Data entry into the Police Academy's records management systems and continued maintenance of hard copy records is time consuming and since it is completed by sworn personnel, diverts work time away from other tasks that may require sworn management personnel. This staffing allocation places non-sworn duties unnecessarily on sworn personnel, diverting them away from sector patrol functions that are so critically low.

Incorporation of Scenario-based Training. Contemporary police training has come to require greater staff commitment as police departments move to integrate more adult learning principles throughout the curriculum. Rather than a single instructor lecturing to a large class with the expectation that students take notes and then take written tests to show content mastery, simulations and scenarios are now a critical element in police training, both recruit and in-service. The Police Academy is increasingly working to integrate scenario-based training as part of both entry level and in-service training.

Yet, scenario-based training requires staff to act as role players in many of these scenarios. One challenge is to find ways to avoid excessive trainee downtime as the student waits his/her turn to move through the scenario. Many scenario exercises require a one instructor to five students

²⁶⁴ Baltimore Police Department Technology Resource Study. (2018, June).

ratio as well as the presence of a supervisor and a safety officer. These requirements will add a need for more Continuing Education staff to ensure accountability and safety.

Additional Continuing Education Requirements. The Police Academy also provides training for the entire department in areas required by the consent decree such as Constitutional Policing and De-Escalation, which has increased the responsibility of the Academy to expand its training offerings in addition to continuing to meet State requirements as outlined by the Maryland Police and Correctional Training Commissions (MPCTC).

Recruitment & Hiring. It is clear at this point in this study, that in order to meet the requirements of the consent decree and provide improved service to the people of Baltimore, increased recruitment and hiring goals must be established. These efforts will result in a need to train new hires in order to alleviate sector patrol shortages.

According to internal Police Academy memos and reports, staff believe that the Police Academy is short staffed.²⁶⁵ Creating an exceptional training environment for new hires and existing officers requires sufficient staff to keep abreast of new mandates and training methodologies, to conduct an increasing number of scenarios in accordance with the principles of adult learning, to adapt to the requirements of the consent decree and to maintain a constant focus on safety and accountability. As a comparison, the New Orleans Police Department increased their Academy staff from 13 to 23 and adjusted their number of adjunct instructors to comply with training requirements in their consent decree.²⁶⁶

The department and the city will need to make a substantial commitment both in terms of long-range planning and funding to enable the academy to fulfill its mission. Various analyses by academy personnel show a keen awareness of the resources needed to create an outstanding training environment. Consideration should be given to implementing the recommendations made in these reports.

8.5 Education and Training Staffing Recommendations²⁶⁷

Recommendation 21: Vacant Education and Training positions should be filled to the 81 budgeted positions. Efforts should be made to maintain budgeted staffing levels. This will require the assignment of two additional lieutenants, three additional sergeants and six

²⁶⁵ A series of memos provided to the staffing study team from 2015 to 2018 have the common theme of academy personnel shortages. These include a memo from Director, Professional Development and training academy, to then-Commissioner, June 21, 2015; memo from Commander, Entry Level Training Academy, to then-Director, PTA, June 22, 2017; memo from Captain, Training, to then-Director, PTA, August 14, 2017; memo from Captain to Director, Education & Training Section, January 22, 2018.

²⁶⁶ Information provided by Deputy Superintendent, New Orleans Police Department, via Shannon Sullivan. (2018, June 28).

²⁶⁷ Some of these recommendations reference an internal BPD memo from Lieutenant, Entry Level Training, to Major, Education and Training regarding BPD Training Academy staffing and workload. (2018, March 20). Provided to PF team, March 30, 2018.

additional police officers. In addition, the vacant civilian office assistant position should be filled. Expanding academy staff will increase the pool of role players for scenarios, provide breaks for instructors that now are in almost constant teaching mode and maintain a professional atmosphere that should contribute to successfully meeting the myriad training needs of the BPD.

Recommendation 22: To the extent possible, academy staff should be exempt from details.

This will free up E and T staff focus on increased training demands due to increased hiring and training needs as well as those required under the consent decree.

Recommendation 23: BPD should study PTA business processes to identify ways to increase efficiencies and divert work to civilian positions. An existing internal PTA study recommends adding a total of 18 civilian positions. The memo also recommends the department should add civilian instructors and other contract specialists to the academy. These are new positions that expand the staffing of the academy and are not designed to replace sworn staffing. This will enable academy staff to attend professional development courses to improve their expertise and will provide allow more personnel for scenarios and simulations. A staff of mixed sworn and civilian personnel can integrate the street experience that comes from sworn staff plus the technical skills that come from civilians with applicable backgrounds. Some civilian positions may be filled by retired officers.

Recommended positions include:

- One civilian instructor to the EVOC unit
- One civilian to Community Engagement
- One civilian instructor to Continuing Education
- One civilian instructor to Medical/CBRN Unit
- One civilian to the Compliance Unit
- Two data entry clerks to the Records Unit
- One civilian instructor to each of the four entry level units
- Two law professors to the Law Department
- One civilian contract specialist to Range Administration
- One civilian instructor to each of the four range squads.

Recommendation 24: BPD PTA should identify and implement creative ways to incorporate civilians and community members into scenario-based training, particularly those strategies that may reduce BPD staffing requirements. This can create opportunities for increased community engagement and understanding between community members and police officers.

Recommendation 25: BPD Education and Training Section should work with the information technology section to identify and implement technology that will improve section efficiency and reduce reliance on personnel for departmental training requirements.

Recommendation 26: An additional Entry Level Training Unit should be added to the academy to increase the number of concurrent classes from four to five—four in the academy and one in field training. The Academy staff has stated they have the physical space capacity to add another class. An additional Entry Level Unit should be composed of a sergeant, three police officers, one law instructor and one civilian instructor. The law instructor and the civilian instructor are accounted for in the civilian positions above. The sergeant and three officers would be new positions.

9 Baltimore Police Information Technology Section (ITS) Analysis

Although not historically prioritized as a core function at BPD, data management is tied to many of the efforts at improving BPD work process efficiencies.

Since 2017 and 2018 alone, the structure of BPD IT changed several times. As part of the changes, many IT staff members who had previously worked as contractors were incorporated as City employees. Currently, the BPD Information Technology Section (ITS), which supports the information technology, policing data collection and storage functions of the BPD, resides within the Homeland Security Division of the BPD. Staff are centrally located at BPD Headquarters.

Baltimore is also currently in the process of moving to consolidate IT across the city. However, the plan has not yet been finalized. Baltimore City Office of Information & Technology (BCIT) staff are working closely with BPD ITS to support this process. It is unclear to the PF staff how this will impact staffing for the BPD IT function.

Much of the ITS staffing information below has been derived from the BPD Technology Resource Study submitted to the Court in June 2018.

9.1 ITS Staffing

Below is a list the positions within ITS, current as of March 28, 2017. ITS employs 34 staff (some of whom are contractors and some of whom are part time) and supports hundreds of functions within BPD.

Table 27: BPD ITS Positions and Responsibilities

Position	Vendor Name /City Employee	RACI - Application/Systems Responsibility
DIRECTOR	City Employee	IT Director for BPD
LT.	Sworn	Deputy IT Director

P/O	Sworn	Wiring, wagon inspections, and general PC support
P/O	Sworn	Wiring, wagon inspections, and general PC support
P/O	Sworn	Mobile Device Configuration (phones and tablets)
OAI	City Employee	General Admin and Timekeeping
NETWORK/PC SUPPORT STAFF	ComTech/TCS	Help Desk (Tier 1 & 2)
NETWORK/PC SUPPORT STAFF	ComTech/TCS	Help Desk (Tier 1 & 2)
NETWORK/PC SUPPORT STAFF	ComTech/TCS	Help Desk (Tier 1 & 2) - Evenings
NETWORK/PC SUPPORT STAFF	TriGyn	Help Desk (Tier 1 & 2)
NETWORK/PC SUPPORT STAFF	TriGyn	Help Desk (Tier 1 & 2)
ANAL PROG II	City Employee	Application Development and Support - RMS, Crystal reports
ANAL PROG II	City Employee	Application Development and Support
COMM ANALYST II	City Employee	Desk phones, mobile phones, and mobile tablets maintenance
COMPUTER OPERATOR	City Employee	1st Shift
COMPUTER OPERATOR	City Employee	3rd Shift
COMPUTER OPERATOR	City Employee	2nd Shift
DEVELOPER	ComTech/TCS	SharePoint Developer
DEVELOPER	TriGyn	Application Development and Support (PL/SQL)
LAN ADMINISTRATOR	ComTech/TCS	NCIC administrator
Network Engineer	TriGyn	Network Engineer
Network Engineer	TriGyn	Network Engineer
SYSTEM ADMIN	TriGyn	System Administration (Novell), MDM
SYSTEM ADMIN	TriGyn	System Administration (Novell), MDM
ORACLE DBA	TriGyn	Oracle DBA
PROJECT MANAGER	TriGyn	LPR, Gunshot detection (ShotSpotter), CCTV, Carfax Investigations, RMS, Vidsys, 360 Cameras
PROJECT MANAGER	ComTech/TCS	Voice Over IP, Strategic Decision Support Center (SDSC), SOP's, Verizon cell numbers, Network Upgrade
PROJECT MANAGER	ComTech/TCS	SAN upgrade, Crime Lab, Organization-Wide Software List, Procurement Database/SharePoint, UPS Maintenance, IAPro
PROJECT MANAGER	City Employee	Timekeeping, BPD website, Mobile Data Computers, eResource Planner
WEB DEVELOPER	TriGyn	Drupal Web Developer
SUBJECT MATTER	Self	Lotus Notes Developer

SUBJECT MATTER EXPERT	ComTech/TCS	Application Development and support (GIS)
SYSTEM PROGRAMMER III	City Employee	Mainframe Application Development and Support
COMPUTER REPAIR	ComTech/TCS	Hardware repair

Source: Baltimore Police Department, Information Technology Section.

9.2 ITS Workload

In June 2018, BPD submitted a Technology Resource study outlining the current state of technology and data management at BPD. The report outlined a number of deficiencies and corresponding recommended changes for improving BPD's data management. Some of the issues outlined in the Technology Resource study are described here:

ITS lacks executive leadership. ITS is currently led by a BPD Director. This is a civilian position that is not a member of the BPD Executive staff. This lack of rank has created a void in ITS's ability to compete for scarce resources and to align priorities with those created by the top level of the department. Without a central authority positioned to advocate for sound IT decision making throughout the department, BPD has historically reacted to opportunities that are perceived to help individual units by unit commanders, rather than examining opportunities from a department or city-wide perspective.

ITS lacks an overarching IT strategy and comprehensive plan for the future of data management. Without beginning with an overarching IT strategy, to include the structure and staffing of the section, technology projects have historically been partially rolled out, and then due to various reasons, stopped and scrapped.

IT training is virtually non-existent. This is in large part due to lack of available staff time. As an example, for newly deployed mobile data computers, IT provided 'train the trainer' training to representatives in each district. This was intended to be taken back to train the rest of the officers in their districts on MDC functionality. However, that process translated into those representatives handing officers a printed-out PowerPoint presentation to review on their own as training. Similarly, IAPro has been rolled out in various areas of the department, including the Office of Professional Responsibility, the Use of Force Assessment Unit, and the Early Intervention Unit, but it has been inefficiently used in part because of a lack of training on available functionality.

BPD lacks a process for communicating IT information to BPD personnel and has no way to gather input into IT needs from BPD staff. While a 'help desk' type service does exist, it does not track user input or needs into systems.²⁶⁸

²⁶⁸ Baltimore Police Department Technology Resource Study.

9.3 Impact of the Consent Decree on ITS Staffing

In December 2018, the BPD Monitor will submit a completed technology resource plan to the Court, fulfilling requirements under Paragraph 269 of the consent decree.²⁶⁹ This document will lay out a resource plan for BPD to adopt the technology necessary to satisfy other requirements of the consent decree. The technology adopted will both affect and be affected by staffing in the department. ITS must be sufficiently staffed to ensure that as new technologies are incorporated into business processes, they have the IT support and training to be used to their full potential. As technologies are adopted, they may also lessen the burden on staff time for certain time-consuming business processes through increased data automation and validation.

9.4 ITS Staffing Recommendations²⁷⁰

Recommendation 27: Create a chief information officer (CIO) or chief data officer (CDO) position of sufficient rank and authority. It is important that this position hold significant rank (executive level) within BPD to centralize IT decision making, advocate for IT resources and ensure IT decisions align with the priorities of the department. The CIO / CDO should ensure detailed documentation exists for each system and database to include the reason the system/database was implemented and the business requirements it does and does not address, as well what is needed to maintain the system. Documentation would provide BPD with a process for more informed IT-related expenditure decisions. The CIO / CDO should be able to guide and support BPD's move away from using silo systems that have created disparate information toward systems and processes that better support business process functions throughout the department. More efficient systems and processes could potentially reduce staff time required to perform duties.

Recommendation 28: In collaboration with BCIT, ensure that BPD's ITS is sufficiently staffed to be able to meet the requirements of the technology resource plan. As the technology resource plan is implemented, BPD must be able to support the roll out of new technologies, development of existing technologies, training for users, and be available for other support as issues arise. It is still undetermined how the Baltimore City Information Technology (BCIT) will support and provide resources for BPD ITS.

Recommendation 29: Establish and appropriately staff single authorities for managing IT requests for services, data table maintenance, and user data needs and requests. These authorities should be staffed appropriately. Establishing a central authority positioned to advocate for the IT needs of the entire department would enable the department to pursue IT-related projects more efficiently.

²⁶⁹ BPD Monitoring Team. (2018, February 16). *First-Year Monitoring Plan*.

²⁷⁰ These recommendations have been pulled from the *Baltimore Police Department Technology Resource Study*, developed in partnership with the Police Foundation.

10 Baltimore Police Crime Laboratory Analysis

10.1 Crime Laboratory Staffing

BPD's crime laboratory is part of the BPD organization and is responsible for processing, controlling, and analyzing criminal evidence. The traditional crime laboratory falls under the Science and Management Services Division, which also includes Human Resources, the Medical Section, the Property Section, and the Body Worn Camera Unit.

The crime laboratory is comprised of the Laboratory Section and the Crime Scene Sciences and Evidence Control Section, each led by a director. As of June 13, 2018, the crime laboratory was composed of 129 civilian staff members in addition to the 15 sworn personnel assigned to the Evidence Control Unit (ECU).²⁷¹ Additionally, the crime laboratory had 18 vacant civilian positions in the Laboratory Section and Crime Scene Unit and 21 vacant sworn personnel in the ECU.²⁷²

10.2 Crime Laboratory Methodology

In 2018, the Science and Management Services Division conducted internal staffing analyses of the Laboratory Section, Crime Scene Unit, and Evidence Control Unit. This crime laboratory section is comprised of information from these assessments. In addition, the PF team used the 2015-2016 Project FORESIGHT report to compare staffing levels in the Laboratory Section and Crime Scene Unit against benchmark data. The Project FORESIGHT report consolidated data from 139 crime laboratories to create benchmark data on cases per year per full time employee (FTE).²⁷³ As noted by a 2016 staffing study of the Kansas City, Missouri Police Department, Project FORESIGHT has become the "defacto comparison tool for forensic labs to benchmark."²⁷⁴ Project FORESIGHT data provides one indication of the level of productivity within the average laboratory by investigative area.

The PF team did not independently verify the information presented from the Science and Management Services Division's internal assessments provided to the team in August 2018. However, the information presented here can inform BPD as it seeks to develop plans to staff its crime laboratory to sufficiently manage case volume.

²⁷¹ Science and Management Services Division. Organizational Chart. (2018, June 13). Provided to PF team, August 1, 2018.

²⁷² Chief, Science and Management Services Division, email forwarded to PF team, August 1, 2018.

²⁷³ Forensic Science Initiative. *Project FORESIGHT Annual Report, 2015-2016*. (2017, May). West Virginia University. Retrieved from <https://business.wvu.edu/files/d/42b9bcbcd-e563-4de2-845b-74075f882bcb/foresight-benchmark-data-2015-2016.pdf>

²⁷⁴ Matrix Consulting Group. (2017, May 26). *Police Department Workload / Staffing Study: Kansas City, Missouri*. Retrieved from <https://www.matrixcg.net/wp-content/uploads/2016/10/Kansas-City-MO-Police-Report-5-26-17.pdf>

10.3 Crime Laboratory Workload Analysis

Laboratory Section

The Laboratory Section is responsible for the analysis and testing of evidence in support of ongoing investigations and prosecution. The Section is comprised of the following units:

- Director's Office
 - Quality Office
 - Administrative Unit
- Comparative Sciences
 - Latent Print Unit
 - Firearms Analysis Unit
- Analytical Sciences
 - DNA Unit
 - Forensic Screening/Serology Unit
 - CODIS Unit
 - Trace/Questioned Documents Unit
 - Drug Analysis Unit

With current staffing, BPD is unable to keep up with its current case workload, even before considering their existing backlogs. This has reportedly had a negative impact on the Laboratory Section's ability to deliver timely information and has forced a focus primarily on violent crimes to the exclusion of other crime types.²⁷⁵

To assess caseloads for different laboratory units, the PF team used benchmark data from the 2015-2016 Project FORESIGHT report.²⁷⁶ Table 28 shows the staffing levels that the BPD units would need to handle their annual caseload at the Project FORESIGHT-identified 75th percentile cases-per-FTE ratio in each unit area. Weighted toward laboratories with higher crime volumes, the 75th percentile ratio was used to provide a caseload benchmark. Caseload information used is based on the Science and Management Services Division's internal staffing analysis. While not considered in the estimation, the end of year case backlog is additionally displayed for context.

Table 28: Laboratory Section Workload Analysis

Unit	Cases Submitted in 2017	Case Backlog at the End of 2017	BPD's Estimated Number of Cases the Unit is Currently Able to	FORESIGHT 75 th Percentile Cases-per-FTE Ratio	Needed FTEs to Handle Annual Caseload at FORESIGHT 75 th Percentile Ratio	Current Number of FTEs
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²⁷⁵ "Staffing Analysis Labs," Science and Management Services Division. (2018). Provided to PF team August 1, 2018.

²⁷⁶ Forensic Science Initiative. *Project FORESIGHT Annual Report, 2015-2016*. (2017, May). West Virginia University. Retrieved from <https://business.wvu.edu/files/d/42b9bcbcd-e563-4de2-845b-74075f882bcb/foresight-benchmark-data-2015-2016.pdf>

			Complete per Year ²⁷⁷			
Latent Print Unit	5,196	10,000	2,500	214	24	8
Firearms Unit	4,991	2,001	3,848	140	36	13
DNA Analysis Unit	1,029	644	708	126	8	10
Forensic Screening /Serology Unit	1,768	88	1,068	132	13	7
Drug Analysis Unit	12,454	22,980	6,399	528	24	19

Note: Case numbers are based on January 1-December 31, 2017 totals.

Sources: "Staffing Analysis Labs," Science and Management Services Division, provided to PF team August 1, 2018; Science and Management Services Division Organizational Chart, June 13, 2018; *Project FORESIGHT Annual Report, 2015-2016*.

Crime Scene Unit

Part of the Crime Scene Sciences and Evidence Control Section, the Crime Scene Unit (CSU) is primarily responsible for the documentation, collection, processing, and preservation of evidence found at crimes scenes. The CSU's crime laboratory technicians (CLTs) respond to a wide range of incidents, including but not limited to homicides, shootings, questionable deaths, aggravated assaults, sex offenses, robberies, car jackings, and burglaries. CLTs also administer Breath Alcohol tests; oversee training for new CLTs; ensure that all CLTs receive 40 hours of training annually for accreditation maintenance; and evaluate new methods, procedures, and technology for compliance with current trends and best practices.

As of June 13, 2018, the CSU had 42 members including 16 CLT IIs and 21 CLT Is. The CSU is organized into 4 squads—A, B, C, and D—each of which is led by a CLT supervisor.

The Science and Management Services Division's internal staffing analysis reports that the CSU responded to 16,134 calls for service in 2017.²⁷⁸ According to the 2015-2016 Project FORESIGHT report, the 75th percentile of their benchmark data was 146 cases-per-FTE in crime scene investigation annually.²⁷⁹ To keep up with this case volume at this 75th percentile amount, the CSU would need 111 FTEs, or 69 additional FTE positions.

²⁷⁷ Information on cases submitted in 2017, the case backlog at the end of 2017, and the estimated number of cases each unit is currently able to complete per year are pulled from "Staffing Analysis Labs," Science and Management Services Division, provided to PF team August 1, 2018.

²⁷⁸ Chief, Science and Management Services Division. "Staffing Analysis CSI." (2018). Provided to PF team August 1, 2018.

²⁷⁹ *Project FORESIGHT Annual Report, 2015-2016*.

Table 29: Crime Scene Unit Workload Analysis

Calls for Service Volume (2017 Total)	Current Number of FTEs	Current Number of Cases per FTE	FORESIGHT 75 th Percentile Cases-per-FTE Ratio	Needed FTEs to Handle Annual Caseload at FORESIGHT 75 th Percentile Ratio	Difference Between Current and Needed FTEs with FORESIGHT 75 th Percentile Data
16,134	42	384.1429	146	110.5068	69

Sources: "Staffing Analysis CSI," Science and Management Services Division; *Project FORESIGHT Annual Report, 2015-2016*.

Evidence Control Unit

Within the Crime Scene Sciences and Evidence Control Section, the Evidence Control Unit (ECU) serves as BPD's sole repository for all items taken into custody by members of the department. ECU personnel ensure that submitted items are documented properly; ensure that storage of items is consistent with legal standards; and ensure that items no longer needed are disposed of. As of June 13, 2018, the ECU was staffed with thirteen civilians, including one on medical, and fifteen sworn members, including three officers noted as on limited duty and one suspended. In addition to these filled positions, the unit had eighteen officer and three sergeant vacancies.²⁸⁰

The ECU does not currently have any staff solely responsible for disposing of property and evidence no longer needed. Disposing items could involve returning stolen items to their rightful owner or completing the destruction of dangerous/sensitive items in a timely manner. The resulting buildup of items has placed additional strain on the unit to maintain, inventory, and store thousands of items.

The Science and Management Services Division's internal staffing analysis of the ECU found that according to the International Association for Property & Evidence Inc. (IAPE), a properly functioning property and evidence unit should be disposing of approximately 90 percent of submitted items every year.²⁸¹ As Table 30 displays, based on this disposal rate and BPD's estimated average number of items and time required, BPD would need 8 full time staff members dedicated to properly disposing evidence to keep up with items received annually. This estimate does not consider the buildup of items in storage over decades that have not been disposed of.

²⁸⁰ Science and Management Services Division. Organizational Chart. (2018, June 13). Provided to PF team, August 1, 2018.

²⁸¹ Chief, Science and Management Services Division. "Staffing Analysis ECU." (2018). Provided to PF team, August 1, 2018.

Table 30: Property and Evidence Disposal Workload Analysis

Property and Evidence Items Received in 2017	Estimated Number of Items that Should be Disposed (Approximately 90%)	Average Number of Items per Case Number	Average Time Required to Purge Evidence for 1 Case (Hours)	Average Work Hours a Staff Person is Available for Duties ²⁸²	Personnel Required to Maintain Disposal Rate	Current Allocated Staff
94,496	85,046	3	0.5	1,715	8	0

Source: "Staffing Analysis ECU," Science and Management Services Division, provided to assessment team August 1, 2018.

In addition to disposals, the internal staffing analysis of the ECU notes the importance of maintaining supervisory positions at the receiving counter; general property and warehouse; and money, drug, and firearms vaults.²⁸³ Furthermore, as the internal analysis notes, the ECU does not have an existing vetting process for personnel working in this capacity.²⁸⁴ For technicians that may be required to testify to chain of evidence, this seems a critical oversight.

Currently, the ECU has vacant sergeant positions in the general property and warehouse, and drug and money vaults, in addition to other vacant officer positions. Supervisors can help to foresee and prevent potential issues, and ensure completed work is accurate. Likewise, instituting comprehensive background checks before assignment to the property unit would be consistent with best practices. BPD's internal staffing analysis found that one IAPE standard specifically recommends that, "Personnel should undergo a thorough background check prior to assignment to a position inside the property unit," even if they have undergone a pre-employment background check.²⁸⁵

10.4 Crime Laboratory Recommendations

Recommendation 30: BPD should invest in additional staff positions to handle annual caseloads and case backlogs in the laboratory. Enabling the forensic laboratory to manage their caseload can help to lower and eventually eliminate long delays in the delivery of important investigative lead information.

- **BPD should increase their number of CLTs to better support the CSU's function.** Increasing CLT staff would lower the call volume per employee to improve time to the scene, quality of analyses, and support the mental and physical well-being of staff.
- **BPD should establish a disposition element within the ECU with full time personnel assigned with the sole responsibility of properly disposing of unnecessary items in a**

²⁸² Average Hours Available taken from "Staffing Analysis ECU." (2018). Provided to PF team, August 1, 2018.

²⁸³ Chief, Science and Management Services Division. "Staffing Analysis ECU." (2018). Provided to PF team, August 1, 2018.

²⁸⁴ Ibid.

²⁸⁵ Ibid.

timely manner. Assigning personnel to support disposals would help BPD to dispose items that are no longer needed in an appropriate and timely manner as well as lower the existing buildup of items in storage.

- **BPD should continue to civilianize the ECU and prioritize filling all vacant supervisory positions.** Civilianizing positions or creating new civilian positions within the ECU may help to alleviate sworn staffing requirements, including filling the vacant supervisory positions.

Recommendation 31: BPD should explore innovative and cost-effective strategies to handle annual caseloads and case backlogs in the laboratory.

- **BPD should identify ways to reduce crime laboratory response to calls for service and corresponding analysis.** This could be done by employing cutting edge technology or moving the response requirement out of the BPD crime laboratory for certain tasks such as conducting breath alcohol testing.

Recommendation 32: BPD should institute comprehensive background checks before assignment to the property unit to be consistent with national crime laboratory best practices.

11 Staffing Special Details & Events

Special events are important for cities, bringing community members together and attracting tourists into the city. Ensuring sufficient staffing for the security of special events, while maintaining staffing and resource levels for regular patrol operations is critical.²⁸⁶ In 2017, BPD planned for 34 major events that required increased staffing.²⁸⁷ Like other departments, needing to meet staffing goals for these events and regular operations can be challenging, and it is particularly challenging for a department that is already short staffed for regular patrol operations.

Being pulled to staff a special detail or event is a common occurrence throughout BPD for sworn personnel. Sworn personnel are pulled for details from throughout the department including patrol, investigative units, and the training academy. When BPD is unable to meet its previously established target minimum staffing, the department uses voluntary and forced overtime to cover staffing.²⁸⁸ On top of this, because of limited civilianization, the PF team heard that administrative functions often go unfilled when sworn staff with those responsibilities are pulled for special details and events, creating backlogs of work. As the

²⁸⁶ Police Foundation. *Managing Large Scale Security Events: A Planning Primer for Local Law Enforcement Agencies*. (In press). Bureau of Justice Assistance.

²⁸⁷ BPD Special Events Unit. "2017 Projected Major Events." (2017, May 25). Provided to PF team, October 30, 2018.

²⁸⁸ Baltimore Police Department. (2017, February 12). *Policy 819: Patrol Staffing Shortages*. Retrieved from <https://www.baltimorepolice.org/819-patrol-staffing-shortages>

Civilianization section discusses, civilianization enables sworn officers to concentrate on fewer functions, such as being on the street or in field services.²⁸⁹

The Baltimore City Department of Transportation's Special Events Permitting and Street Vending Licenses section issues permits related to events held in Baltimore City. These major events may include festivals, block parties, demonstrations, races, walk-a-thons, concerts, and parades.²⁹⁰ Like other departments, BPD works with special event organizers to determine security for the event and depending on the type of event charges a fee of \$45/hour per officer working security and \$50 per marked police vehicle for mobile events.

The City of Seattle, Washington, charges a fee of \$67/hour per Seattle police officer with a two-hour minimum per officer to work events categorized as athletic events, commercial events, or citywide events.²⁹¹ The Washington DC Metropolitan Police Department has a special event user fee of \$69.43 per officer per hour.²⁹² The City of Alexandria, Virginia, has a fee of \$60 per police staff person.²⁹³ City special event fee systems and associated rates can help cities to recover costs of staffing special events.²⁹⁴

Similarly, many police departments partner with other departments to staff events.²⁹⁵ BPD regularly receives support from other agencies like the Baltimore City Department of Transportation, and Baltimore City School Police to staff major events, although these numbers are variable and may be unknown to BPD until close to the time of the event.²⁹⁶ Outside agencies like the Maryland Transport Authority and Maryland State Police have also supported initiatives like a January "blitz" that increased the number of officers on the street for a limited period of time for crime prevention. With outside support, the initiative reportedly had a smaller staffing impact on regular patrol operations for the districts.²⁹⁷

²⁸⁹ King, William R., and Jeremy M. Wilson. (2014). *Integrating Civilian Staff into Police Agencies*. Washington, DC: Office of Community Oriented Policing Services.

²⁹⁰ Baltimore City Department of Transportation. "Special Events Permitting & Street Vending Licenses." (n.d.). Retrieved from <https://transportation.baltimorecity.gov/special-events-permitting-street-vending-licenses>

²⁹¹ City of Seattle. "Special Events Office." (n.d.). Retrieved from <https://www.seattle.gov/special-events-office/handbook/police-staffing>

²⁹² *District of Columbia Mayor's Special Events Task Group: Special Events Planning Guide*. (2018). Government of the District of Columbia. Retrieved from <https://hsema.dc.gov/sites/default/files/dc/sites/hsema/publication/attachments/2018%20MSETG%20Special%20Events%20Planning%20Documents%20R.pdf>

²⁹³ *Special Events Policies and Procedures*. (2010, January 23). City of Alexandria, Virginia. Retrieved from <https://www.alexandriava.gov/uploadedFiles/recreation/info/SpecialEventsPoliciesProceduresManualJan232010.pdf>

²⁹⁴ *Special Events Program: An Analysis of Costs, Program Development and Recommendations*. (January 2009). City of Portland, Oregon Revenue Bureau. Retrieved from <https://www.portlandoregon.gov/transportation/article/218154>

²⁹⁵ *Managing Large Scale Security Events*.

²⁹⁶ "Marathon Saturday 21 October 2017" planned BPD detail numbers show unknown numbers of assisting agency personnel. (2017, October 5). Provided to PF team October 30, 2017.

²⁹⁷ Major, Southern District, interview with PF team members, February 28, 2018.

11.1 Staffing Special Detail Recommendations

Recommendation 33: BPD leaders should work with ITS and BCIT to ensure they maintain awareness of officer assignments and other resources. As with day-to-day operations, special events highlight the importance of having an accurate database to track officer assignments, shifts, and timecards to allow departmental leaders to maintain situational awareness of their deployed officers and resources, and to adjust as necessary.²⁹⁸

Recommendation 34: BPD should establish processes and protocols that preclude the need to pull police officers out of district patrol to staff events and other planned details. This may include creating a 'special events unit' or 'details unit' that staffs all special events and details. Additionally, BPD should work to identify ways to off-set the cost of such staffing.

12 Civilianization

Many cities hire civilians with specialized professional skills to fill critical roles within the police department. A 2014 report by the U.S. Department of Justice, Office of Community Oriented Policing Services reported that civilians now account for approximately a third of law enforcement department staffing nationwide.²⁹⁹

Employing civilian staff can:

- improve police departments' internal professional skill sets;
- provide opportunities for flexible staffing options;
- change the culture of the department by including non-sworn community perspective into the ranks;
- improve cost effectiveness of operations;
- improve efficiency proficiency of completing some tasks; and
- reduce staffing costs.

The report continues to explain that, "currently, U.S. police agencies use civilians for each of the following task areas:

- Providers of clerical, accounting, reception, dispatch, maintenance, custodial, detention, and technical duties;
- Uniformed first responders to nonviolent calls for service;
- Crime scene processors and forensic crime lab employees;
- Crime victim service providers in the field;
- Analysts, researchers, and planners;
- Community liaisons and public information officers; and

²⁹⁸ *Managing Large Scale Security Events.*

²⁹⁹ King, William R., and Jeremy M. Wilson. 2014. *Integrating Civilian Staff into Police Agencies.* Washington, DC: Office of Community Oriented Policing Services.

- Command staff and strategic leaders.”³⁰⁰

As part of a broad strategy to improve the BPD’s professionalism, efficiency and connection with their community, the BPD should continue to consider civilianization of staff positions. In a 2017 civilianization plan built by the BPD chief financial officer, recommendations for civilianization of 297 positions within the BPD were made.³⁰¹ The plan estimated a cost savings of approximately \$6.5 million if all recommended positions transitioned. Since that time, the department has changed leadership three times, and has been reorganized several times. While some of the civilian positions have been created and filled, many of these civilianization recommendations have not been implemented.

Figure 20: Comparisons of Civilian Positions as a Percentage of Total Actual Department Staffing

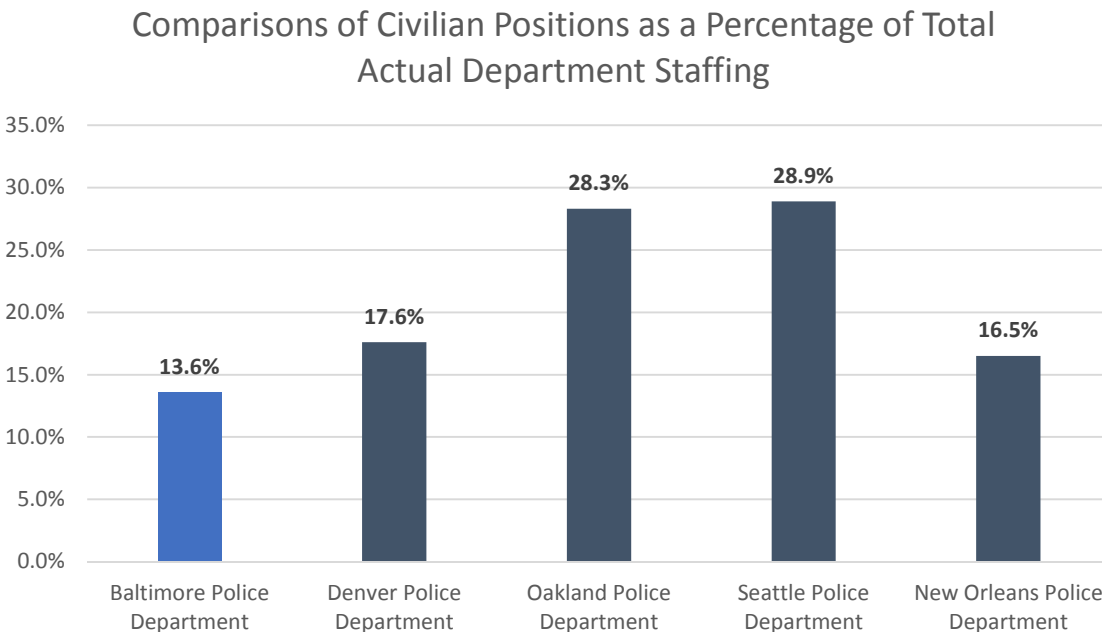


Figure 20 displays BPD’s civilian positions as a percentage of the department’s total actual staffing compared to other comparison departments. It should be noted that BPD’s percentage of civilian staff members includes units like the BPD crime laboratory which is staffed almost entirely by civilians. According to a June 13, 2018 organizational chart of the Science and Management Services Division, crime lab staff account for 129 civilian positions.³⁰² If BPD’s number of total civilian staff for 2017 (430) is reduced by 129, it brings the total civilian staff to

³⁰⁰ Ibid.

³⁰¹ Information for this section comes from the *BPD Civilianization Plan* conducted by the BPD Chief Financial Officer in 2017. “Copy of BPD Civilianization Plan 03.31.2017.” (2017, March 31). Provided to PF team, June 26, 2017.

³⁰² Science and Management Services Division. “Organizational Chart.” (2018, June 13).

301, bringing BPD's percentage of civilian staff down to 10.2 percent—an extremely low civilianization ratio for a police department in 2018.

12.1 Civilianization Recommendations

Recommendation 35: BPD should make focused efforts to increase civilianization within the department.

- **The department should work to quickly identify positions currently filled by sworn personnel that could be filled by civilians.** The department should use the civilianization study conducted by the BPD CFO in 2017 to begin the process. Those positions should be transitioned and sworn personnel should be moved to fill sector patrol positions.
- **Working with the City of Baltimore, BPD Human Resources should evaluate and document the business processes and the skillsets of personnel in each Unit of the department within BPD.** As part of a broader effort to improve efficiencies within the department, BPD should make serious efforts to evaluate business processes and all positions throughout the department currently filled with sworn officers to determine if those positions could be filled by civilian personnel. This will increase the number of civilian opportunities and free up sworn staff to return to sector patrol. Each Unit should create documented roles and responsibilities for each position.
- **Based on these revised roles and responsibilities, BPD should refresh the department civilianization plan and work to fill professional civilian positions within the department.** This strategy will professionalize non-sworn positions resulting in better service and a cost savings.
- **BPD should place sworn officers in positions that require sworn skillsets.**

13 Appendix

13.1 List of Recommendations

13.1.1 Patrol Staffing Recommendations (Chapter 5.5)

Recommendation 1: The City of Baltimore should ensure that budgeted police officer positions for sector patrol are not frozen and are available for BPD to fill up to the budgeted level. The stopping and starting of providing available funding to hire new BPD police officers can inhibit the flow of viable candidates from entering the BPD recruitment and hiring process. This has ramifications for the hiring process that can continue for years.

Recommendation 2: BPD should work to prioritize the patrol function and reduce the vacancy rate in district patrol as soon as possible. In the short term this means identifying ways to put police officers into the districts to cover shifts as opposed to pulling them out for details, administrative, or other assignments. Additionally, smoothing police officer vacancies across the organization will increase the number officers assigned to patrol functions and reduce the need for overtime and drafting. In the long term, they should work to fill budgeted patrol positions as soon as possible at least up to the recommended level of 910, but preferably up to the full budgeted level through increased efforts to recruit and hire qualified police officers.

Recommendation 3: BPD should review and revise all departmental policies pertaining to patrol staffing.

- **BPD should ensure that staffing related terms are clearly and consistently defined in policies. Specifically, in Policy 819, 'Department Patrol Staffing Shortages,' should clearly and specifically define patrol officer, patrol shortages, minimum levels of service, etc.** Other definitions to be defined should include authorized, frozen, budgeted and funded positions.
- **The department should also clearly document its process for development of minimum staffing 'constants.'** This information is necessary to ensure that it is understood across the department and allows for the measurement of impact of reduced service delivery. All definitions, policies, procedures and practices in studying staffing should be documented and placed in a shared location for transparency of staffing decisions.
- **BPD should develop, define and codify minimum patrol daily staffing number. They should re-allocate officers into patrol to meet this daily staffing number as soon as possible and ensure policy exists to keep these officers working patrol.** This number should ensure officers can respond to calls for service and allow time for other community policing, problem solving and self-initiated tasks.

Recommendation 4: BPD should define and maintain clear policies and processes to track and document the exact assignment and location of staff. While conducting this workload analysis, the PF team needed to supplement payroll / personnel data with shift strength reports, staffing rosters and other reports to piece together assignments and locations of police

officers assigned to sector patrol. This information should be maintained in one data system for ease of analysis.

- **BPD should complete a review of all police officer positions and duties in sector patrol to determine how many police officers are actually working patrol functions (responding to calls for service and other proactive policing) on a daily basis vs. performing other functions.**

Recommendation 5: BPD should conduct an audit of call-taking and dispatch processes to ensure that communications staff and officers are adhering to policies and procedures, and that those policies and procedures meet national standards and contribute to transparent data collection. As part of this process, the BPD should conduct focus groups with representative groups of BPD officers and communications staff to assist in identifying ways to improve call-taking and dispatch service.

- **BPD should conduct a full review of call-taking and dispatch priorities, policies, and protocols.** This should include reviewing and updating the more than 600 call type codes currently used, call priorities, and requirements for officers to report status. As an example, silent alarm calls are received frequently and are coded as a priority 1 calls. However, some in the department report that since these are typically false alarms, officers may not respond as they would to a priority 1 call.

Recommendation 6: BPD should identify business processes and staffing strategies that can reduce the use of sworn officers performing administrative duties as soon as possible. This should include business process mapping throughout the department and a comprehensive civilianization study.

Recommendation 7: BPD should develop strategies to reduce call volume for police officers assigned to sector patrol, both online and telephonic reporting as soon as possible. This may include the increased use of 311 and other city service lines or the use of civilian staff to take on duties that do not require a police officer.

Recommendation 8: BPD should re-engineer response strategies to improve efficiency in response to calls for service as soon as possible. This may include reviewing and re-prioritizing calls for service, using differential response units, establishing city laws that assess fees for frequent users of 911, such as, businesses and other reoccurring calls, and identify ways to streamline processes like the ‘no calls.’ While none of this will eliminate the need for more officers but might decrease time demand.

Recommendation 9: BPD should collect consistent, validated data necessary for completing thorough and comprehensive staffing studies on a regular basis. Policies and technology should be put into place to ensure that validated, consistent data is collected and kept in a way that it can be accessed and analyzing without manipulation.

Recommendation 10: BPD should analyze variations in districts’ response times to determine causes for slower or faster response times within and across districts. This analysis should

include exploring the many variables that can impact response time to include district geography, logistics, traffic patterns, crime rates and types, etc.

- Using this information, the BPD should complete an evaluation of district / post boundaries to ensure that the boundaries create the most efficiencies in providing policing services to the city of Baltimore.

Recommendation 11: BPD should study and revise patrol deployment and shift strategies in light of community policing requirements under the consent decree. Strategies should support community partnerships and problem solving.

Recommendation 12: BPD should use best practices to maximize and regularly measure and assess officer discretionary time.

Recommendation 13: Response to calls for service time should be examined during weekly Comstat to identify challenges and ensure accountability for response in each of the districts. Goals for response times should be defined, informed by community survey and police officer input, by the Police Commissioner.

Recommendation 14: BPD should continue workload analysis and deployment / allocation studies on an annual basis using national best practices, while reform efforts are on-going, to ensure that staffing levels continue to address community needs. These studies should continue on a regular basis thereafter approximately every three to five years.

- A cadre of BPD staffing subject matter experts should be tasked with conducting regular, evidence-based analysis of BPD staffing.
- The process used should not only include a workload analysis, but also community input, police officer input, consideration of department priorities, and other relevant information to inform a comprehensive study.
- BPD should consider establishing a 'Research and Planning,' or similar unit that is staffed with academic and research staff who are able to support evidence-based studies throughout the organization and assist in planning efforts. This unit should regularly partner with local universities to leverage academic skillsets and resources to develop data-supported strategies to solve problems and study issues in the organization.

13.1.2 Investigations Recommendations (Chapter 6.6)

Recommendation 15: The BPD should conduct business process mapping and investigative staffing reviews to ensure processes and staffing strategies are in line with national best practices for the most efficient and effective investigations to increase clearance rates and improve customer service.

- For example, research on homicide investigation best practice may include:
 - Braga, Anthony & Desiree Dusseault. "Can Police Improve Homicide Clearance Rates." Harvard Kennedy School, Rappaport Institute. November 2017.
https://www.hks.harvard.edu/sites/default/files/centers/rappaport/files/braga_homicideclearance%20v7.pdf

- Carter, D. and Jeremy Carter. "Effective Police Homicide Investigations: Evidence from Seven Cities with High Clearance Rates." 2015. Volume: 20 issue: 2, page(s): 150-176
- Carter, D. "Homicide Process Mapping: Best Practices for Increasing Clearances." 2013. https://www.iir.com/Documents/Homicide_Process_Mapping_September_email.pdf.
- US Department of Justice, Bureau of Justice Assistance. "An Assessment of the New Orleans Police Department Homicide Section." 2010. <https://centerforimprovinginvestigations.org/wp-content/uploads/2017/07/NOPD-Homicide-Assessment-March-2011.pdf>

Recommendation 16: BPD should adopt a case assignment system that uses solvability factor processes. This will allow for more efficient and effective allocation of cases and investigative tasks.

Recommendation 17: BPD should work with the Information Technology Section to ensure that new case management technology is able to support collecting data at a micro-level including case time completion by solvability factor, so that workload can be managed at the detective level and staffing decisions can be properly informed. BPD's analysis should also consider prosecutorial and community priorities and preferences. BPD should establish procedures to document related information, specific to their investigations, to be able to conduct more analyses that are more specific to their investigative priorities and hours spent in the future.

Recommendation 18: BPD Investigations staff should work in partnership with district patrol to enhance its relationship with the community to improve chances of receiving quality investigative information.

13.1.3 Office of Professional Responsibility Recommendations (Chapter 7.5)

Recommendation 19: BPD OPR personnel should continue to work with the Information Technology Section to develop information management systems that streamline case management as well as collects appropriate data for tracking and analyzing staffing and accountability. OPR personnel reported that administrative duties can take an extraordinarily long time due to their case system. IA uses both electronic files and hardcopy files, often with neither system entirely complete. Contract specialists now perform all the hard copy file pulling. OPR expects to be assigned a cadet to assist with digital automation of files.³⁰³

- **BPD OPR should collect detailed information on staff time spent investigating cases.** This data will help to set benchmarks from which to make more informed staffing determinations and for purposes accountability.

Recommendation 20: BPD should use evidence-based processes and data to evaluate OPR staffing needs on a regular basis, particularly in light of changes made under the consent decree reforms. According to the BPD EODS internal staffing memo, "Based on the information

³⁰³ Chief, Office of Professional Responsibility. (2018, August 8). Email forwarded to assessment team August 9, 2018.

provided, and the needs of a large agency to be both reactive and proactive in specialized equal opportunity and diversity issues, the department should staff the EODS with the Director, a lieutenant, one detective (replacing the 408 officer) and two civilian EEO investigators.”

13.1.4 Education and Training Staffing Recommendations (Chapter 8.5)

Recommendation 21: Vacant Education and Training positions should be filled to the 81 budgeted positions. Efforts should be made to maintain budgeted staffing levels. This will require the assignment of two additional lieutenants, three additional sergeants and six additional police officers. In addition, the vacant civilian office assistant position should be filled. Expanding academy staff will increase the pool of role players for scenarios, provide breaks for instructors that now are in almost constant teaching mode and maintain a professional atmosphere that should contribute to successfully meeting the myriad training needs of the BPD.

Recommendation 22: To the extent possible, academy staff should be exempt from details. This will free up E and T staff focus on increased training demands due to increased hiring and training needs as well as those required under the consent decree.

Recommendation 23: BPD should study PTA business processes to identify ways to increase efficiencies and divert work to civilian positions. An existing internal PTA study recommends adding a total of 18 civilian positions. The memo also recommends the department should add civilian instructors and other contract specialists to the academy. These are new positions that expand the staffing of the academy and are not designed to replace sworn staffing. This will enable academy staff to attend professional development courses to improve their expertise and will provide allow more personnel for scenarios and simulations. A staff of mixed sworn and civilian personnel can integrate the street experience that comes from sworn staff plus the technical skills that come from civilians with applicable backgrounds. Some civilian positions may be filled by retired officers.

Recommended positions include:

- One civilian instructor to the EVOC unit
- One civilian to Community Engagement
- One civilian instructor to Continuing Education
- One civilian instructor to Medical/CBRN Unit
- One civilian to the Compliance Unit
- Two data entry clerks to the Records Unit
- One civilian instructor to each of the four entry level units
- Two law professors to the Law Department
- One civilian contract specialist to Range Administration
- One civilian instructor to each of the four range squads.

Recommendation 24: BPD PTA should identify and implement creative ways to incorporate civilians and community members into scenario-based training, particularly those strategies

that may reduce BPD staffing requirements. This can create opportunities for increased community engagement and understanding between community members and police officers.

Recommendation 25: BPD Education and Training Section should work with the information technology section to identify and implement technology that will improve section efficiency and reduce reliance on personnel for departmental training requirements.

Recommendation 26: An additional Entry Level Training Unit should be added to the academy to increase the number of concurrent classes from four to five—four in the academy and one in field training. The Academy staff has stated they have the physical space capacity to add another class. An additional Entry Level Unit should be composed of a sergeant, three police officers, one law instructor and one civilian instructor. The law instructor and the civilian instructor are accounted for in the civilian positions above. The sergeant and three officers would be new positions.

13.1.5 Information Technology Section Staffing Recommendations (Chapter 9.4)

Recommendation 27: Create a chief information officer (CIO) or chief data officer (CDO) position of sufficient rank and authority. It is important that this position hold significant rank (executive level) within BPD to centralize IT decision making, advocate for IT resources and ensure IT decisions align with the priorities of the department. The CIO / CDO should ensure detailed documentation exists for each system and database to include the reason the system/database was implemented and the business requirements it does and does not address, as well what is needed to maintain the system. Documentation would provide BPD with a process for more informed IT-related expenditure decisions. The CIO / CDO should be able to guide and support BPD's move away from using silo systems that have created disparate information toward systems and processes that better support business process functions throughout the department. More efficient systems and processes could potentially reduce staff time required to perform duties.

Recommendation 28: In collaboration with BCIT, ensure that BPD's ITS is sufficiently staffed to be able to meet the requirements of the technology resource plan. As the technology resource plan is implemented, BPD must be able to support the roll out of new technologies, development of existing technologies, training for users, and be available for other support as issues arise. It is still undetermined how the Baltimore City Information Technology (BCIT) will support and provide resources for BPD ITS.

Recommendation 29: Establish and appropriately staff single authorities for managing IT requests for services, data table maintenance, and user data needs and requests. These authorities should be staffed appropriately. Establishing a central authority positioned to advocate for the IT needs of the entire department would enable the department to pursue IT-related projects more efficiently.

13.1.6 Crime Laboratory Recommendations (Chapter 10.4)

Recommendation 30: BPD should invest in additional staff positions to handle annual caseloads and case backlogs in the laboratory. Enabling the forensic laboratory to manage their caseload can help to lower and eventually eliminate long delays in the delivery of important investigative lead information.

- **BPD should increase their number of CLTs to better support the CSU's function.** Increasing CLT staff would lower the call volume per employee to improve time to the scene, quality of analyses, and support the mental and physical well-being of staff.
- **BPD should establish a disposition element within the ECU with full time personnel assigned with the sole responsibility of properly disposing of unnecessary items in a timely manner.** Assigning personnel to support disposals would help BPD to dispose items that are no longer needed in an appropriate and timely manner as well as lower the existing buildup of items in storage.
- **BPD should continue to civilianize the ECU and prioritize filling all vacant supervisory positions.** Civilianizing positions or creating new civilian positions within the ECU may help to alleviate sworn staffing requirements, including filling the vacant supervisory positions.

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- **BPD should identify ways to reduce crime laboratory response to calls for service and corresponding analysis.** This could be done by employing cutting edge technology or moving the response requirement out of the BPD crime laboratory for certain tasks such as conducting breath alcohol testing.

Recommendation 32: BPD should institute comprehensive background checks before assignment to the property unit to be consistent with national crime laboratory best practices.

13.1.7 Special Details and Events Recommendations (Chapter 11.1)

Recommendation 33: BPD leaders should work with ITS and BCIT to ensure they maintain awareness of officer assignments and other resources. As with day-to-day operations, special events highlight the importance of having an accurate database to track officer assignments, shifts, and timecards to allow departmental leaders to maintain situational awareness of their deployed officers and resources, and to adjust as necessary.³⁰⁴

Recommendation 34: BPD should establish processes and protocols that preclude the need to pull police officers out of district patrol to staff events and other planned details. This may include creating a 'special events unit' or 'details unit' that staffs all special events and details. Additionally, BPD should work to identify ways to off-set the cost of such staffing.

³⁰⁴ *Managing Large Scale Security Events.*

13.1.8 Civilianization Recommendations (Chapter 12.1)

Recommendation 35: BPD should make focused efforts to increase civilianization within the department.

- **The department should work to quickly identify positions currently filled by sworn personnel that could be filled by civilians.** The department should use the civilianization study conducted by the BPD CFO in 2017 to begin the process. Those positions should be transitioned and sworn personnel should be moved to fill sector patrol positions.
- **Working with the City of Baltimore, BPD Human Resources should evaluate and document the business processes and the skillsets of personnel in each Unit of the department within BPD.** As part of a broader effort to improve efficiencies within the department, BPD should make serious efforts to evaluate business processes and all positions throughout the department currently filled with sworn officers to determine if those positions could be filled by civilian personnel. This will increase the number of civilian opportunities and free up sworn staff to return to sector patrol. Each Unit should create documented roles and responsibilities for each position.
- **Based on these revised roles and responsibilities, BPD should refresh the department civilianization plan and work to fill professional civilian positions within the department.** This strategy will professionalize non-sworn positions resulting in better service and a cost savings.
- **BPD should place sworn officers in positions that require sworn skillsets.**

13.2 Methodology Detail

The Police Foundation, in partnership with BPD, assembled an assessment team including subject matter experts with extensive experience in law enforcement policies and practice, staffing data analyses and organizational reviews to produce this study. The PF team developed a comprehensive methodology, to “assess the appropriate number of sworn and civilian personnel to perform the functions necessary for BPD to fulfill its mission, enable supervision, and satisfy the requirements of [the consent decree].”³⁰⁵

The assessment approach involved three means of information gathering and collection: (1) on-site data collection, (2) off-site data collection and resource material review, and (3) data analysis. Each method is described in more detail below. Based on the analysis of this comprehensive body of information, the PF team developed the staffing study and observations contained in this report.

13.2.1 On-Site Data Collection

The PF team conducted six site visits in 2017 and 2018: September 28-29, 2017; November 2-3, 2017; December 19, 2017; March 13, 2018; March 19-20, 2018; and April 16, 2018. During these site visits, the assessment team conducted semi-structured individual interviews and focus groups with current and former BPD personnel. More than 36 interviews and focus groups were conducted over the course of these site visits, including with the following:

Leadership of and within the following divisions, sections, and units³⁰⁶

- Body Worn Camera Unit
- CitiWatch
- Citywide Burglary
- Citywide Robbery
- Communications
- Compliance, Accountability & External Affairs Division
- Criminal Intelligence Unit
- Criminal Investigations Bureau
- Crisis Intervention Team/Homeless Outreach Team/Law Enforcement Assistance Diversion
- District Detective Section
- Forensic Science & Evidence Management Division
- Homicide Section
- Management Services Division, including Human Resources
- Office of Professional Responsibility
- Patrol Bureau
- Performance Measures & Efficiencies
- Police Training Academy
- Records Management Section
- Recruitment & Staffing Section
- Special Investigations Section
- Special Operations Division
- Use of Force Assessment Unit
- Warrant Apprehension Task Force/Maryland Coordination and Analysis Center/Task Force Groups

Other Individuals

³⁰⁵ United States of America v. Police Department of Baltimore City, et. al. (2017).

³⁰⁶ As a result of organizational changes, some of these names have changed over the course of this assessment.

- Former Commissioner Kevin Davis
- Former Commissioner Darryl De Sousa
- Former deputy commissioners
- Director, Mayor's Office of Criminal Justice
- Director, Mayor's Office of Innovation

Focus Groups

- Patrol lieutenants
- Patrol sergeants
- Police officers assigned to sector patrol

While on-site, PF team members also observed BPD's Comstat process and toured some of BPD's facilities to better understand departmental business processes.

13.2.2 Off-Site Data Collection and Resource Review

In addition to interviews conducted on-site, the PF team participated in bi-weekly phone calls with BPD, DOJ, and Monitoring team participants and conducted other conference calls with individuals from BPD for information to supplement on-site interviews and materials received. As the Police Foundation also developed the *BPD Technology Resource Study*, fulfilling Paragraph 268 of the consent decree, PF team members had access to information gathered from the resource assessment as well as those gathered specifically for this staffing study.

The PF team collected and reviewed relevant BPD policies, procedures, data, reports, and other documents provided by BPD. Each resource was reviewed to better understand BPD processes and staffing. Materials reviewed included the following:

- Departmental policies, procedures, memos, and requests for proposal
- Department organizational and staffing documentation
- Caseload data and information
- Sample field reports
- Sample Comstat packets and district preparation materials for Comstat

13.2.3 Data Analysis

Patrol

Following the workload analysis model, a comprehensive analysis of patrol is designed to determine the number of officers required to handle calls for service in a city and allows for adequate unallocated time for self-initiated activity (including community engagement and other leadership-defined priorities). The analysis should account for all variables including but not limited to response time, time on scene, and report writing time, for all police officers assigned to the call.

The first step of the analysis used calls for service (CFS) records pulled from the BPD computer aided dispatch (CAD) system for the period July 1, 2016 – June 30, 2017.³⁰⁷ Using this data,

³⁰⁷ Five years of CAD data were requested but inconsistencies in the data, including a change in the CAD system in the last five years, prompted the PF team to receive and focus on analyzing one year.

Chapter 4.2 provides an overview of BPD's 911 CFS call priority and response time. After organizing and cleaning the data, PF team members generated citywide calls for service counts by priority type and average response time for each priority type.

Team members then converted and separated the CAD CFS data by each of the nine patrol districts. The PF team used this data to conduct preliminary analyses of each district for 911 CFS and self-initiated types of police officer activity. The PF team generated the average number of CFS for each district and identified the most frequent types of dispatched CFS as well as the most frequent types of self-initiated activities recorded in CAD. The PF team also calculated the average amount of police officer time spent answering CFS, self-initiated activities, and details. Based on these calculations, the PF team calculated the average total amount of time consumed for each district. These were compared to staffing weekly hours derived from February 3-20, 2018 shift strength reports to provide district-level summaries of current demand for police officer time.

Finally, the team requested payroll data from January 1, 2017 through December 31, 2017 with leave codes. The payroll data was used to calculate vacation, holidays, sick leave, training time and other leave or activity time that takes officers out of the patrol function. These provided the amount of focused patrol time officers are available to actually 'work the street.' The PF team also requested lists of officers assigned to each district in January and December of 2017 to generate lists of officers who worked in the district for the full year.

After extensive cleaning and organizing, the data provided the average amount of time over the course of a year that officers are available for patrol functions. Considering BPD's existing average CFS and self-initiated workloads, the PF team calculated the number of officers needed for each district to handle CFS and self-initiated activities for 60 percent of time focused on responding to CFS and 40 percent of time for priorities directed by the agency, specifically community engagement, problem solving, and other self-initiated activities. This analysis (outlined in Table 14) provides the results of the workload analysis with recommended number of police officers assigned to sector patrol necessary to serve the city of Baltimore.

The data analyses conducted are based on the accuracy of the data used. A reliable analysis thus depends on extensive, consistent, and accurate data such that workload can be measured in the total time required to handle a particular call type. As the *BPD Technology Resource Study* (submitted to the Court in June 2018) notes in more detail, data entries may not always be entered into systems properly, policy and protocol may not be followed, and a reliance on multiple different systems may encourage discrepancies. As an example, the PF data analyst found that in many instances the data field for officers' arrival time on scene was left blank. This means that either the officer did not call in his arrival on-scene to communications, or it was not entered into CAD by dispatch personnel. Either way, this absence of data could artificially inflate response times for calls for service. For this reason, those CFS without arrival times listed were removed from our data set. A number of other limitations are noted in each of the analysis sections.

Although imprecise due to data limitations, the PF team believes that this analysis is an accurate analysis and estimation of required patrol staffing requirements. This analysis can provide BPD with a solid foundation on which to build a staffing plan that will set BPD up for successful policing in Baltimore.

Investigations

The PF team intended to conduct a workload analysis, and so requested caseload, case time, and staffing level information from each investigative unit for the year 2017. Since staffing information fluctuated over time, particularly as units were reorganized, the assessment team used staffing charts from April 30, 2018. As in the patrol workload analysis, to evaluate investigative staffing based on current caseload, the assessment team also requested payroll data from the units from January 1, 2017 through December 31, 2017 with leave codes.

The assessment team also requested lists of officers assigned to each unit in January and December of 2017 to be able to generate lists of officers who worked in investigative units for the entire year. After considerable cleaning, this data provided the average amount of time over the course of a year that officers are available for investigative duties.

Unfortunately, BPD does not keep track of case time information or use a formal solvability system that would help to categorize and estimate the time required to fully investigate cases. Thus, in the analysis section, the PF team attempted to use proxy data from past staffing studies—namely a 2008 staffing study of the San Francisco Police Department³⁰⁸ and 2012 staffing study of the Austin Police Department³⁰⁹—which were selected based on their comparability as large departments and availability of comparative information.

For the homicide section, the PF team did use best practice ratios to estimate homicide unit staffing. Drawing primarily from the Bureau of Justice Assistance report *Homicide Process Mapping: Best Practices for Increasing Homicide Clearances* by Dr. Carter, the assessment team estimates best practice staffing targets for homicide detectives working active cases based on BPD homicide caseload in the homicide workload analysis chapter.

For all of the other investigative units, however, after considerable work by the PF team to make the Austin and San Francisco data work as proxies for actual BPD case investigation time, the team came to understand that too many variables impact how long it takes to investigate a case to use data from just two other police departments in place of actual BPD time data. The team simply was not comfortable with any analysis that did not use Baltimore-specific data.

³⁰⁸ Police Executive Research Forum. (2008, December). *Organizational Assessment of the San Francisco Police Department: A Technical Report. Final Report*. Retrieved from https://sanfranciscopolice.org/sites/default/files/FileCenter/Documents/14694-San_Francisco_Organizational_Review_Final_Report.pdf

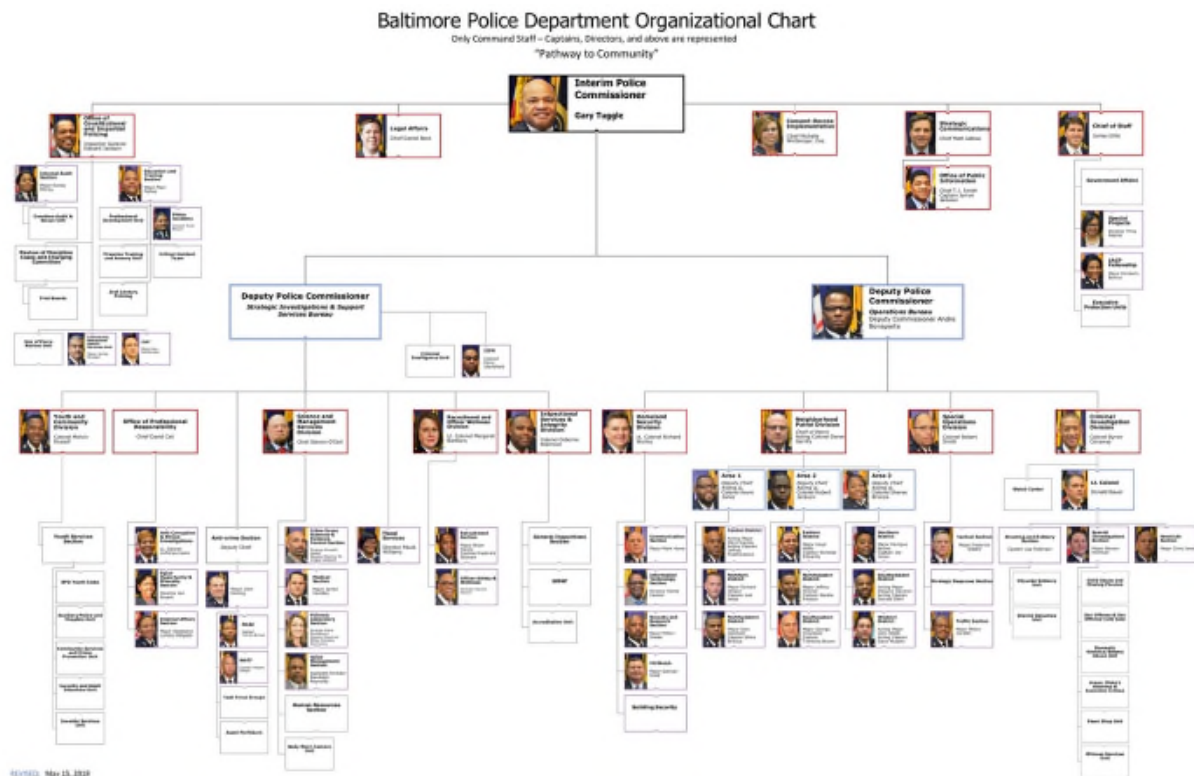
³⁰⁹ Police Executive Research Forum. (2012, July). *Austin Police Department Patrol Utilization Study: Final Report*. Retrieved from <http://www.austincrime.org/wp-content/uploads/PERF-Final-Report-Austin-copy.pdf>

Were BPD to document and use unit-specific case time organized by solvability factors information, the department could conduct an accurate analysis using the caseload and case time methodology in the future. However, the analysis and information displayed in Chapter 6: Analyses of Baltimore Police Investigations Staffing can begin to provide a better understanding of staffing areas of concern.

13.2.4 Application of Recommendations

The PF team used the totality of the information collected to conduct workload analyses and produce a series of recommendations for developing the future staffing plan, listed at the end of each related chapter in this report.

13.3 BPD Organization Chart

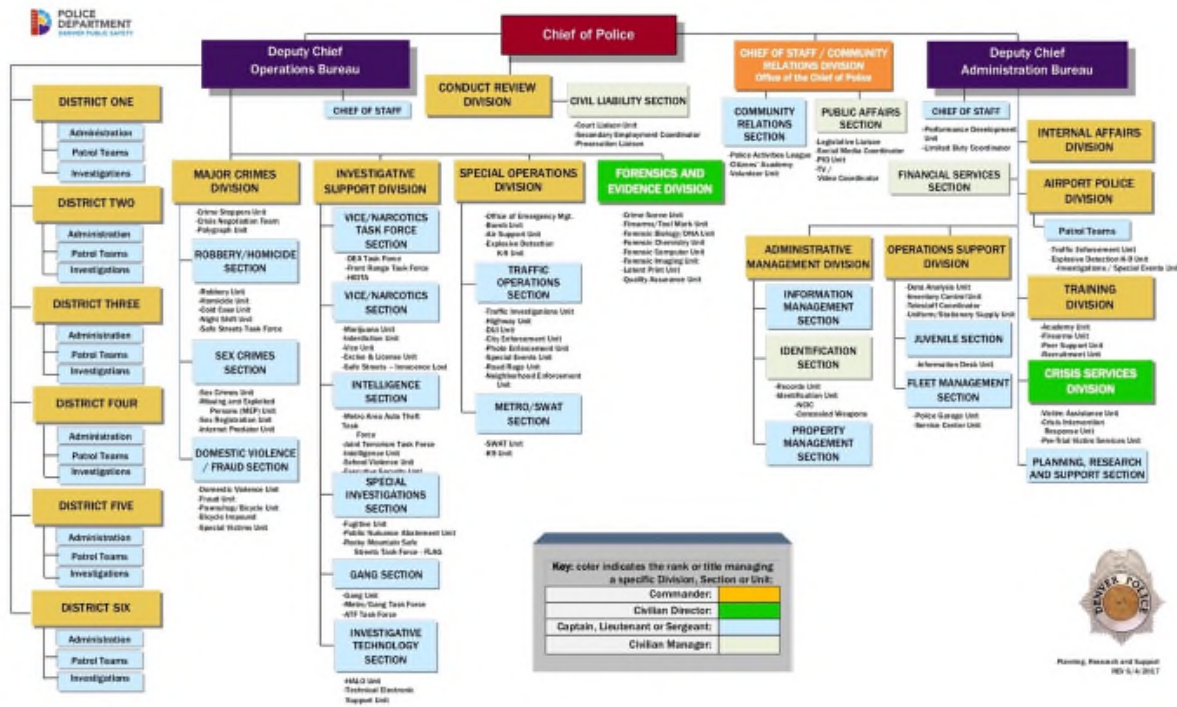


Source: Baltimore Police Department. (2018, May 15). *Baltimore Police Department Organizational Chart*. Retrieved from

<https://www.baltimorepolice.org/sites/default/files/General%20Website%20PDFs/BPDOrgChart.pdf>

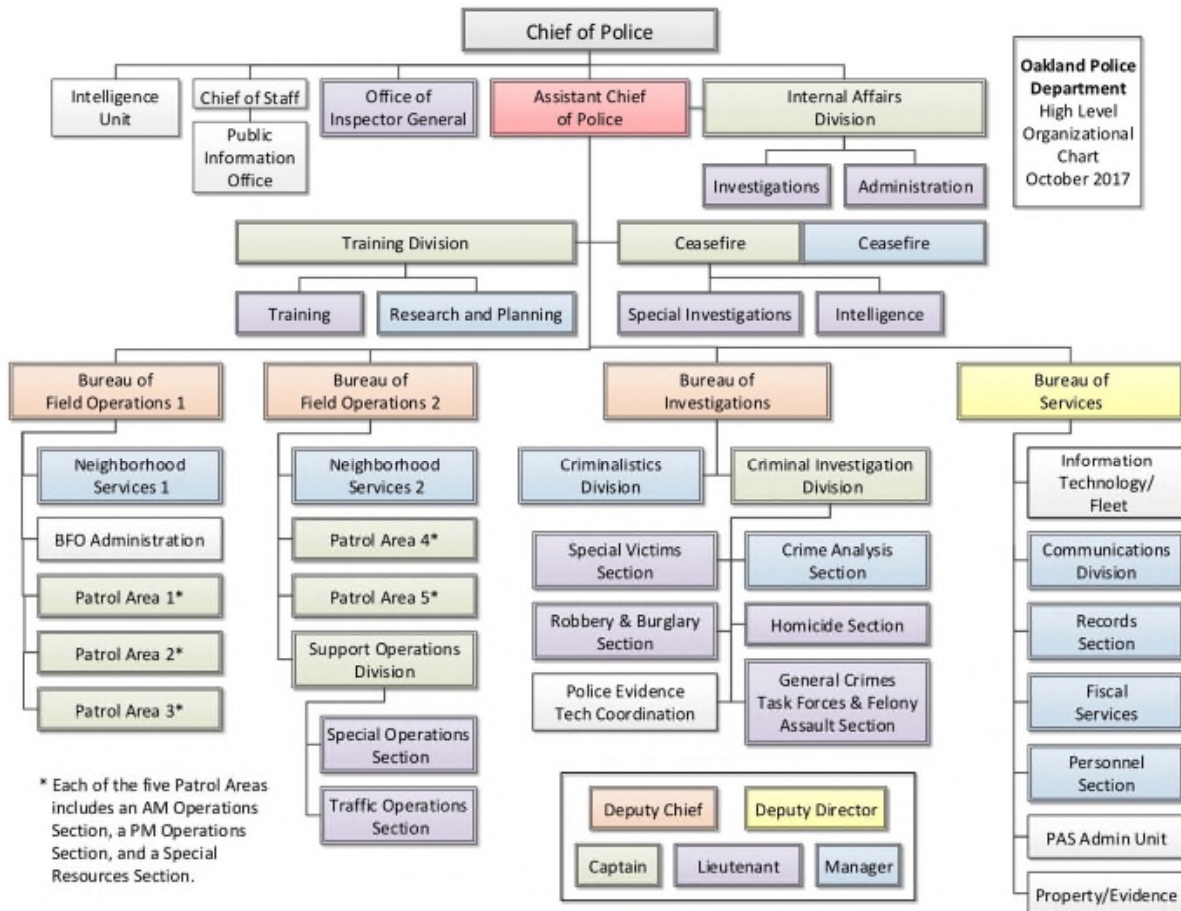
13.4 Comparable Cities Organizational Charts

Figure 21: Denver Police Department Organizational Chart



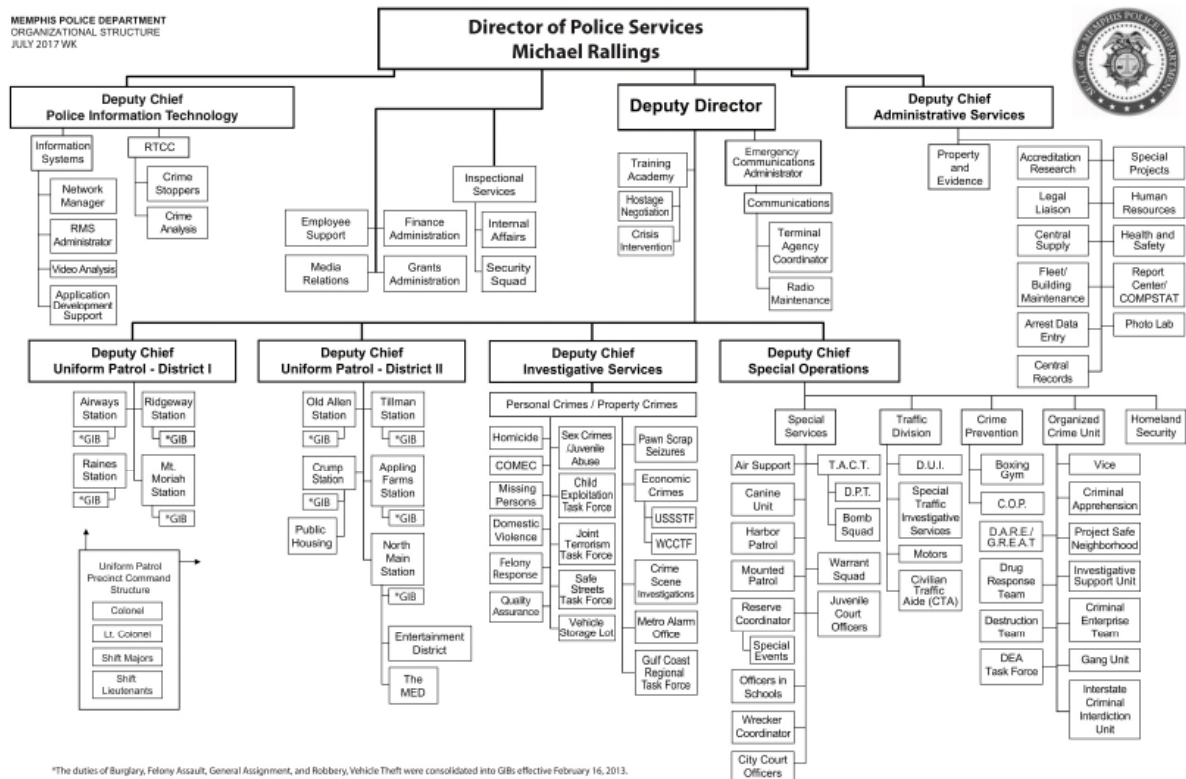
Source: Planning, Research and Support. (2017, June 4). *Organizational Chart*. Denver Police Department. Retrieved from <https://www.denvergov.org/content/dam/denvergov/Portals/720/documents/PoliceDeptOrgChart.pdf>

Figure 22: Oakland Police Department Organizational Chart



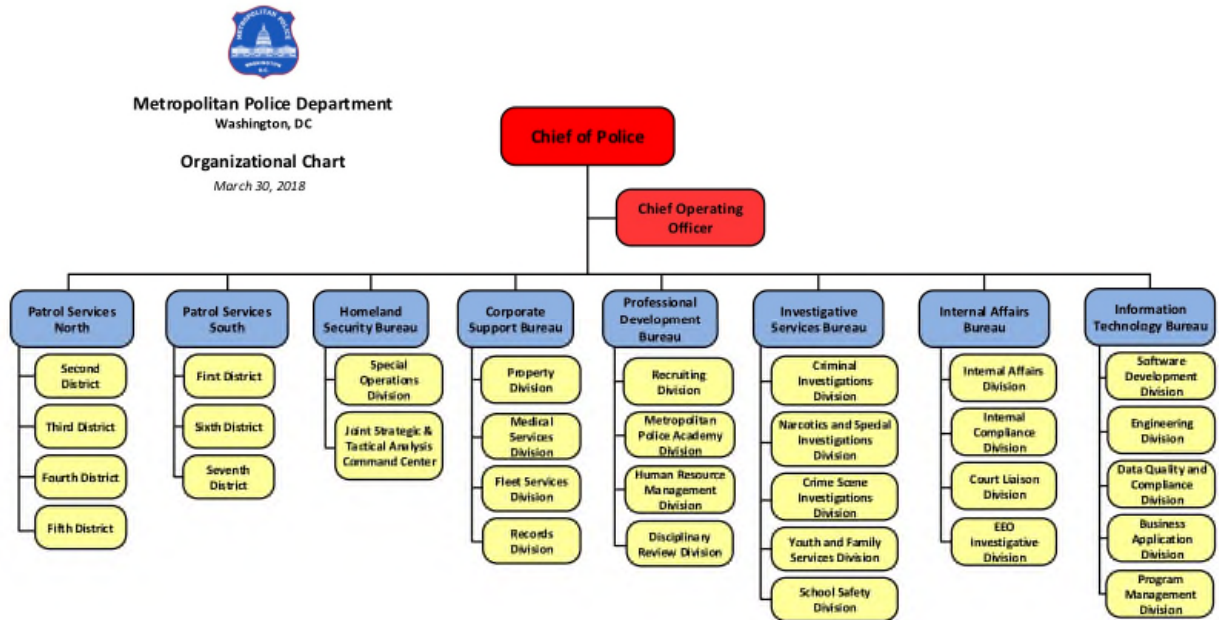
Source: Oakland Police Department. (2017, October). *Organization Chart*. Retrieved from <http://www2.oaklandnet.com/government/o/OPD/a/org/index.htm>

Figure 24: Memphis Police Department Organizational Chart



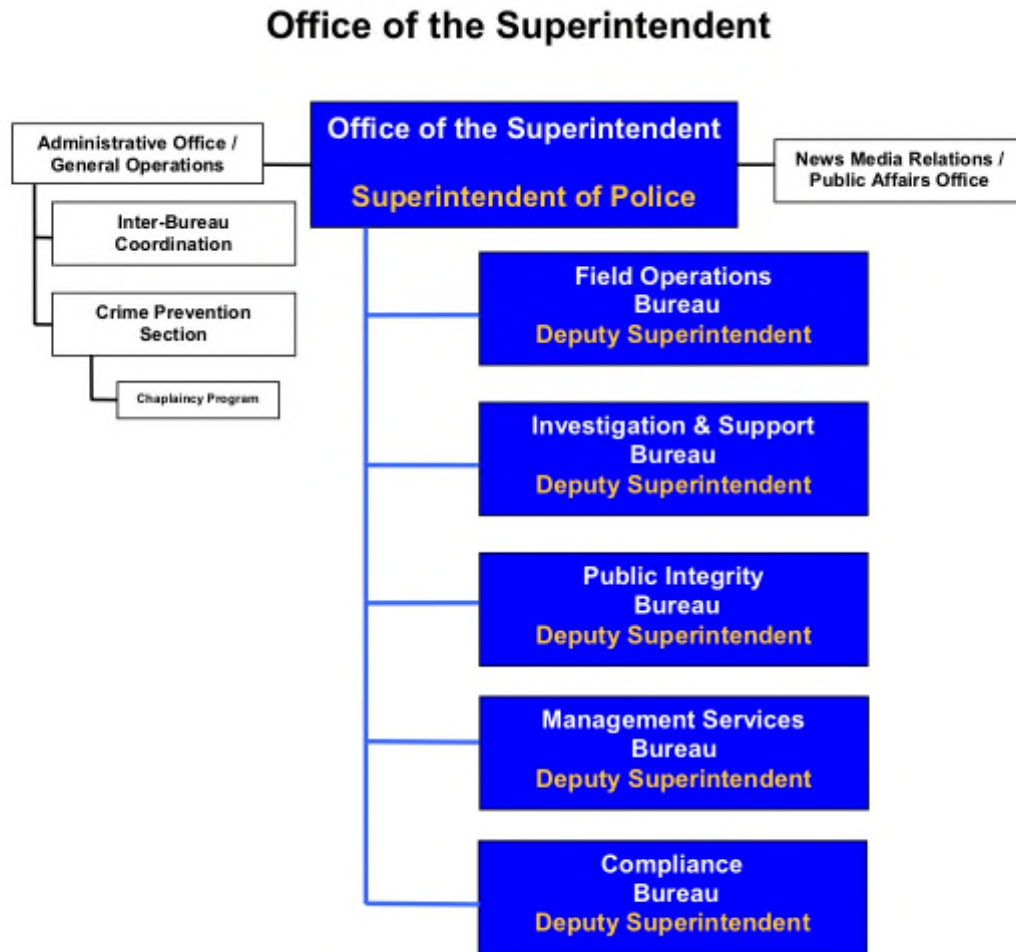
Source: Memphis Police Department. (2017, July). *Organizational Structure*. Retrieved from http://www.memphispolice.org/pdf/Organizational_Chart_July_2017.pdf

Figure 25: Metropolitan Police Department Organizational Chart



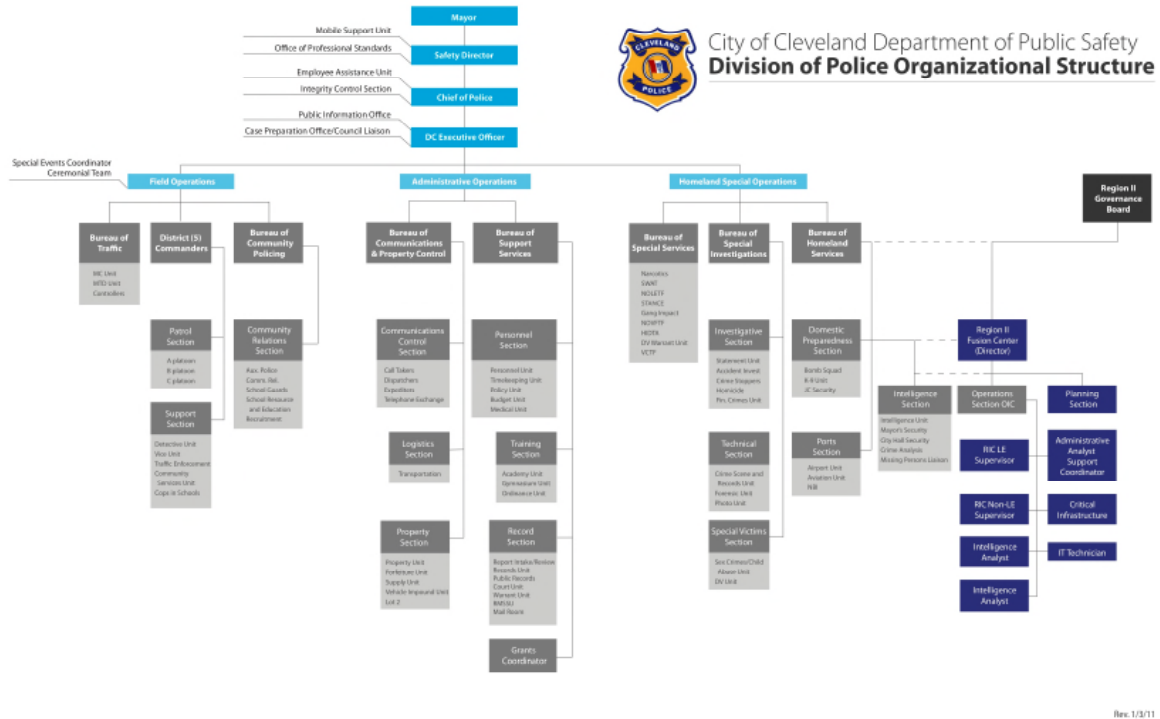
Source: Metropolitan Police Department. (2018, March 30). *Organizational Chart*. Retrieved from https://mpdc.dc.gov/sites/default/files/dc/sites/mpdc/publication/attachments/MPD%20Organizational%20Charts_033018.pdf

Figure 27: New Orleans Police Department Organizational Chart



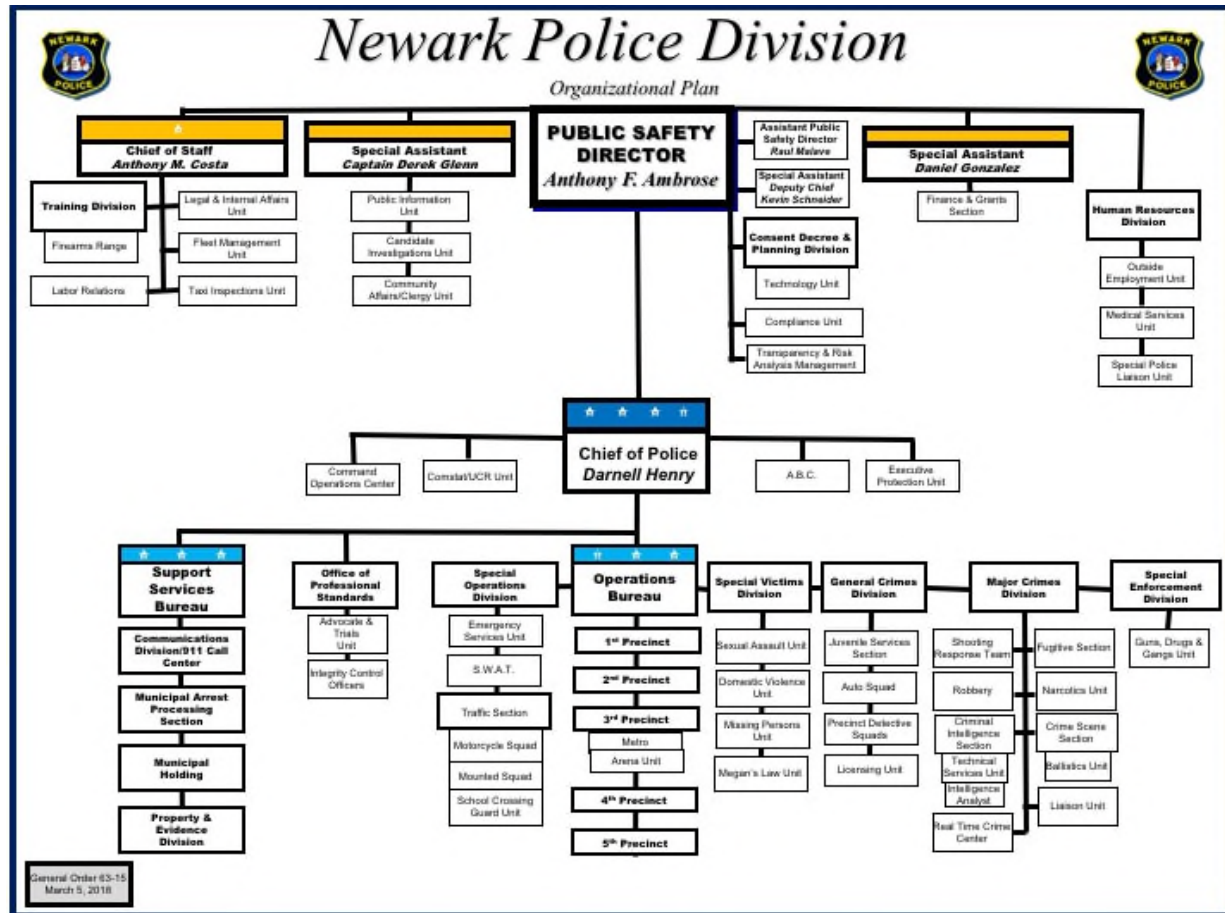
Source: New Orleans Police Department. (n.d.). *Office of the Superintendent*. Retrieved from <https://www.nola.gov/getattachment/NOPD/About-Us/Bureaus/NOPD-ORGANIZATIONAL-STRUCTURE.pdf/>

Figure 28: Cleveland Police Department Organizational Chart



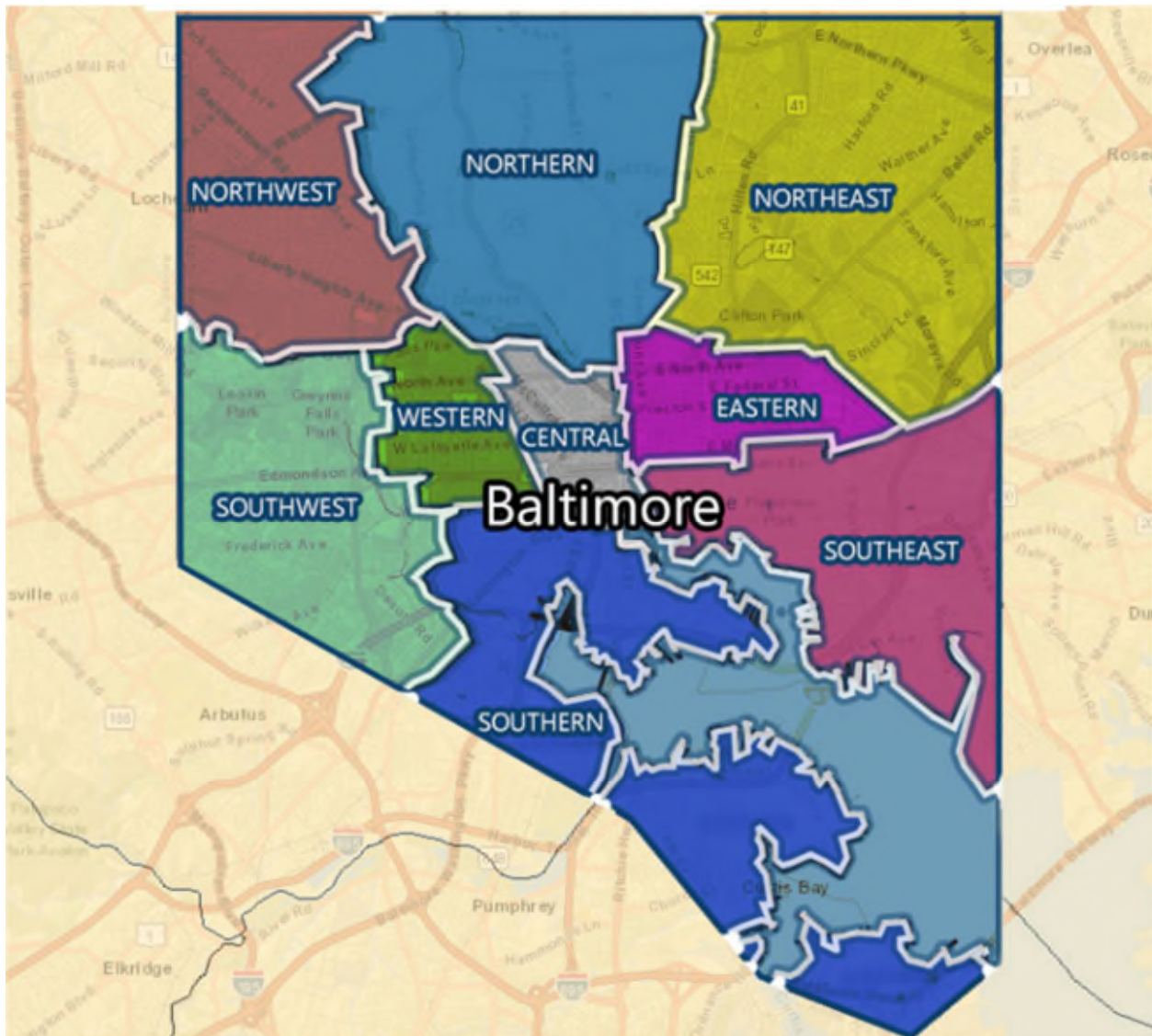
Source: City of Cleveland Department of Public Safety. (2011, January 3). *Division of Police Organizational Structure*. Retrieved from http://www.city.cleveland.oh.us/sites/default/files/forms_publications/CPDOrgChart.pdf?id=2889

Figure 29: Newark Police Division Organizational Chart



Source: Newark Police Division. (2018, March 5). *Newark Police Division Organizational Plan*. Provided to assessment team from Newark Police Division employee via email May 11, 2018.

13.5 BPD Districts Map



Source: Baltimore Police Department. (n.d.). "Districts." Retrieved from <https://www.baltimorepolice.org/districts/find-my-district>

13.6 Calls for Service Analysis Data Tables

Each of the tables in this Appendix provides more detailed information for each district's existing calls for service and average weekly staffing hours. For each of the following tables:

- Table District A displays the top 20 most frequent types of calls for service dispatched for each district. Only calls that were otherwise cleared are counted.
- Table District B displays the top 20 most frequent types of activities captured by the CAD system as self-initiated for each district. As activities labeled "detail," are also included under self-initiated in CAD, they are reflected in these tables.
- Table District C displays the average number of hours of dispatched calls for service by hour of the day and day of the week for each district.³¹⁰
- Table District D displays the number of officers working each district by hours of the day and day of the week.³¹¹
- Table District E displays the average percentage of officer time consumed by calls for service, finding the average for each hour with the same data that was used for Tables C and D. The hour blocks of time indicating that on average officers spend more than 60 percent of that hour responding to calls for service are shaded gray. In some cases, the time blocks display a figure of 100 percent or more, possibly indicating that there are not enough officers in service during that time to cover the workload during the year period.
- Table District F displays the average percentage of officer time consumed by activities labeled as self-initiated, not including time labeled as "detail," finding the average for each hour with data from Table D and the average number of hours of self-initiated activities for each time block.

Tables A, B, C, E, and F are based on the July 1, 2016-June 30, 2017 calls for service data Tables D, E, and F are based on the February 3-20, 2018 shift strength reports. While BPD later provided the assessment team more recent data, which was reviewed for consistency, the charts and analyses below are based on the February 2018 information.

The information from these tables correspond to Table 13: Summary of BPD District Staffing Analysis in the Patrol Analyses of Baltimore Police Services. It can be used to inform the

³¹⁰ Again, only complete records were counted, meaning that records that were not cleared were removed. Week totals shown may not precisely equate the sum of the data shown for each hour as decimal places were shortened for the table display.

³¹¹ The Staffing Weekly Hours tables were based on data from shift strength reports from February 3-20, 2018. Given the limited time period examined, there are limitations to the analysis as generalized to the year. BPD was later able to provide shift strength reports from April and May 2018, which were used to determine drafting percentages to fill shift shortages as displayed in Table 17: Staffing Summary from Shift Strength Reports in 'Chapter 5: Additional Considerations for Patrol Staffing.' The PF team reviewed these additional reports for general consistency with the February reports; however, the team did not develop and recreate the tables given the intensity of the process and the unlikelihood of it resulting in significantly different results.

department on current levels of calls for service by district and hour and to identify particular time blocks that may warrant more attention.

13.6.1 Central District

Table Central A: Most Frequent Calls for Service

District Dispatched Calls for Service:³¹² 104,966

Number of Dispatched Calls in the Most Frequent Calls for Service List: 85,485

Percentage of Dispatched Calls that are in the Most Frequent Calls for Service List: 81 percent

Dispatched Call Type	Number
55 - DISORDERLY PERSON	16522
89 - 911/NO VOICE CALL	14923
79 - OTHER	8821
4E - COMMON ASSAULT	8486
30 - ACCIDENT-AUTO	5369
87O - NARCOTICS - OUTSIDE	4699
6J - LARCENY- OTHER	3493
65 - SILENT ALARM	3257
5G - BURGLARY	2581
54 - ARMED PERSON	2363
49 - FAMILY DISTURBANCE	2309
57 - SUSPICIOUS PERSON	1811
99 - ACCIDENT-HIT & RUN	1747
75 - DESTRUCT. OF PROPERTY	1553
4D - AGG ASSAULT - HANDS	1497
6D - LARCENY- FROM AUTO	1323
31 - ACCIDENT-PERSON INJ.	1319
3N - ROBB MISC (A)	1309
7C - STOLEN VEH./OTHER	1063
85 - BEHAVIORAL CRISIS	1040

Table Central B: Most Frequent Self-Initiated Activities

District Records Labeled Self-Initiated:³¹³ 6,538

Number of Activities in the Most Frequent Self-Initiated Activities List: 5,899

Percentage of Dispatched Calls that are in the Most Frequent Calls for Service List: 90 percent

³¹² This is the total number of calls for service in the district following data cleaning, meaning that incomplete records were removed.

³¹³ This is the total number of records labeled self-initiated in the district following data cleaning, meaning that incomplete records were removed.

Dispatched Call Type	Number
20D - DETAIL	2895
25 - CAR STOP	759
FI - FIELD INTERVIEW	550
61 - PERSON WANTED ON WAR	250
79 - OTHER	208
30 - ACCIDENT-AUTO	181
6J - LARCENY- OTHER	124
60 - SICK PERSON	122
81 - RECOVERED PROPERTY	112
20B - FOOT PATROL	85
55 - DISORDERLY PERSON	75
4E - COMMON ASSAULT	70
80 - LOST PROPERTY	69
87 - NARCOTICS - INSIDE	67
58 - INJURED PERSON	59
20F - WARRANT	58
24 - TOWED VEHICLE	58
31 - ACCIDENT-PERSON INJ.	58
6D - LARCENY- FROM AUTO	50
20Z - OTHER	49

Table Central C: Calls for Service Time in Hours

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat
0000	6.6	8.4	8.7	9.1	7.5	8.5	11.0
0100	9.8	7.0	7.9	8.1	7.2	6.8	10.5
0200	8.8	6.0	6.4	6.6	6.0	5.9	11.0
0300	8.0	5.0	5.2	6.3	5.0	5.6	8.6
0400	7.0	4.1	4.4	5.5	4.1	5.3	7.8
0500	5.1	3.7	4.1	4.8	3.7	4.3	6.0
0600	4.5	3.9	4.4	4.4	3.6	4.4	5.0
0700	3.8	4.2	4.1	4.3	3.8	4.1	4.4
0800	3.9	5.2	5.5	5.7	5.6	5.4	4.8
0900	4.5	6.4	6.3	6.3	6.2	6.3	5.3
1000	4.4	7.3	6.4	7.1	6.6	6.6	6.2
1100	5.2	7.5	6.8	7.8	7.4	7.2	7.1
1200	5.7	8.0	7.3	7.5	7.5	7.7	7.2
1300	5.8	7.9	7.6	7.5	7.6	8.2	7.1
1400	5.9	7.7	7.2	7.5	7.8	8.6	6.6
1500	6.3	8.1	7.4	7.8	7.8	9.4	6.6
1600	5.8	7.7	7.3	7.5	6.7	9.7	6.8

1700	6.9	9.5	9.7	9.4	8.4	7.9	6.1
1800	7.2	9.4	9.9	9.1	8.5	9.1	7.2
1900	6.9	8.5	9.1	8.1	7.5	8.5	7.0
2000	6.5	7.9	8.4	7.5	7.2	7.7	6.7
2100	6.4	7.6	7.7	6.9	7.2	7.5	7.3
2200	6.3	7.6	7.8	6.7	8.2	8.2	6.8
2300	7.9	8.3	9.0	7.8	7.9	10.8	7.7
							1155.6

Table Central D: Staffing Weekly Hours

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat
0000	19	24	24	24	24	24	10
0100	19	24	24	24	24	24	10
0200	19	13	9	10	10	10	15
0300	7	13	9	10	10	10	10
0400	7	13	9	10	10	10	10
0500	7	13	9	10	10	10	10
0600	7	13	9	10	10	10	10
0700	22	25	22	24	25	24	20
0800	10	12	13	14	15	14	10
0900	10	12	13	14	15	14	10
1000	10	12	13	14	15	14	10
1100	10	12	13	14	15	14	10
1200	10	12	13	10	15	13	10
1300	10	12	13	10	15	13	10
1400	10	12	13	10	15	13	10
1500	10	12	13	10	15	13	10
1600	22	23	28	24	19	13	10
1700	12	11	15	14	14	14	10
1800	12	11	15	14	14	14	10
1900	12	11	15	14	14	14	10
2000	12	11	15	14	14	14	10
2100	12	11	15	14	14	14	10
2200	19	24	24	24	24	24	10
2300	19	24	24	24	24	24	15
							2398.0

Table Central E: Average Patrol Time Consumed by Calls for Service

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat
0000	34.6%	34.8%	36.1%	37.7%	31.1%	35.4%	109.5%
0100	51.3%	29.2%	33.0%	33.6%	30.1%	28.4%	105.0%
0200	46.5%	46.2%	71.5%	66.0%	60.3%	58.7%	73.4%
0300	114.5%	38.1%	57.6%	62.5%	49.5%	55.7%	85.5%
0400	99.3%	31.8%	48.7%	54.5%	40.8%	53.2%	77.7%
0500	73.1%	28.5%	45.7%	47.5%	36.7%	42.8%	59.8%
0600	63.8%	30.1%	48.7%	43.8%	35.8%	43.7%	50.0%

August 14, 2018

Page 137 of 188

Baltimore Police Department Staffing Study

0700	17.3%	16.8%	18.6%	18.1%	15.1%	17.2%	21.8%
0800	39.3%	43.2%	42.6%	41.0%	37.0%	38.6%	48.0%
0900	45.2%	53.5%	48.1%	45.2%	41.4%	44.8%	53.0%
1000	44.3%	61.0%	48.8%	50.7%	43.9%	47.3%	61.7%
1100	51.5%	62.5%	52.4%	55.5%	49.1%	51.3%	70.8%
1200	57.0%	66.5%	55.8%	74.5%	49.9%	59.4%	71.7%
1300	57.8%	65.8%	58.3%	75.2%	50.9%	62.9%	71.0%
1400	59.2%	63.9%	55.3%	74.8%	51.9%	65.9%	66.2%
1500	63.0%	67.5%	57.1%	77.5%	51.9%	72.6%	66.3%
1600	26.2%	33.3%	26.1%	31.0%	35.0%	74.7%	67.8%
1700	57.4%	86.4%	64.6%	67.0%	59.9%	56.7%	61.0%
1800	60.1%	85.5%	66.1%	64.6%	61.0%	65.1%	72.2%
1900	57.6%	76.8%	60.4%	58.0%	53.6%	60.5%	69.8%
2000	54.2%	71.7%	55.8%	53.2%	51.1%	55.2%	66.8%
2100	53.2%	69.2%	51.4%	49.2%	51.2%	53.2%	72.7%
2200	33.0%	31.8%	32.4%	27.8%	34.0%	34.1%	68.0%
2300	41.5%	34.4%	37.4%	32.4%	32.7%	45.0%	51.1%
							52.6%

Table Central F: Average Patrol Time Consumed by Self-Initiated Activities

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat
0000	6.8%	4.7%	6.1%	6.7%	9.0%	9.8%	20.5%
0100	8.6%	6.3%	6.8%	8.2%	8.8%	11.3%	21.0%
0200	10.4%	12.1%	17.4%	19.8%	17.8%	21.7%	14.0%
0300	20.2%	11.5%	14.4%	18.8%	15.8%	15.0%	14.3%
0400	13.6%	10.5%	11.1%	16.8%	15.2%	12.5%	13.8%
0500	11.9%	8.5%	9.6%	15.7%	12.5%	13.2%	9.8%
0600	11.9%	5.4%	8.5%	11.7%	9.7%	11.2%	9.8%
0700	2.3%	2.3%	1.8%	3.8%	2.9%	2.9%	2.7%
0800	3.5%	4.7%	3.6%	6.1%	4.1%	3.2%	4.8%
0900	4.3%	5.6%	5.8%	5.8%	5.0%	4.3%	6.2%
1000	6.7%	5.7%	5.9%	5.7%	5.7%	5.7%	8.2%
1100	8.3%	8.2%	5.9%	7.9%	6.8%	8.1%	9.0%
1200	9.2%	10.3%	7.4%	9.3%	8.2%	8.2%	9.3%
1300	9.3%	11.5%	7.6%	10.8%	6.6%	9.1%	8.0%
1400	6.8%	10.8%	7.2%	9.7%	5.3%	8.2%	6.2%
1500	7.7%	11.3%	7.7%	10.7%	5.1%	7.7%	5.3%
1600	2.4%	5.0%	3.2%	3.8%	4.8%	8.2%	5.5%
1700	5.0%	7.0%	5.4%	6.4%	6.8%	6.2%	7.0%
1800	6.3%	6.7%	7.9%	7.7%	6.2%	5.2%	9.2%
1900	5.4%	7.1%	8.3%	8.5%	7.5%	6.9%	8.5%
2000	4.4%	8.2%	9.2%	10.0%	7.5%	6.3%	11.5%
2100	5.3%	8.0%	7.0%	8.9%	8.5%	5.5%	13.0%
2200	4.4%	4.0%	4.0%	6.5%	5.6%	4.3%	11.8%
2300	6.2%	4.8%	5.6%	7.9%	8.4%	6.0%	9.4%
							8.3%

13.6.2 Southeastern District**Table Southeastern A: Most Frequent Calls for Service**

District Dispatched Calls for Service:³¹⁴ 112,567

Number of Dispatched Calls in the Most Frequent Calls for Service List: 88,638

Percentage of Dispatched Calls that are in the Most Frequent Calls for Service List: 79 percent

Dispatched Call Type	Number
55 - DISORDERLY PERSON	14574
4E - COMMON ASSAULT	9544
89 - 911/NO VOICE CALL	8102
79 - OTHER	7531
65 - SILENT ALARM	6072
5G - BURGLARY	5505
30 - ACCIDENT-AUTO	4968
6J - LARCENY- OTHER	3730
49 - FAMILY DISTURBANCE	3484
87O - NARCOTICS - OUTSIDE	3292
57 - SUSPICIOUS PERSON	3145
75 - DESTRUCT. OF PROPERTY	2413
54 - ARMED PERSON	2412
6D - LARCENY- FROM AUTO	2321
99 - ACCIDENT-HIT & RUN	2264
33 - PARKING COMPLAINT	2154
3N - ROBB MISC (A)	1973
4D - AGG ASSAULT - HANDS	1946
7C - STOLEN VEH./OTHER	1608
68 - LOUD NOISE	1600

Table Southeastern B: Most Frequent Self-Initiated Activities

District Records Labeled Self-Initiated:³¹⁵ 6,237

Number of Activities in the Most Frequent Self-Initiated Activities List: 5,514

Percentage of Dispatched Calls that are in the Most Frequent Calls for Service List: 88 percent

³¹⁴ This is the total number of calls for service in the district following data cleaning, meaning that incomplete records were removed.

³¹⁵ This is the total number of records labeled self-initiated in the district following data cleaning, meaning that incomplete records were removed.

Dispatched Call Type	Number
20D - DETAIL	1850
FI - FIELD INTERVIEW	1016
25 - CAR STOP	578
20F - WARRANT	292
79 - OTHER	283
30 - ACCIDENT-AUTO	266
20Z - OTHER	167
61 - PERSON WANTED ON WAR	116
31 - ACCIDENT-PERSON INJ.	110
6J - LARCENY- OTHER	103
81 - RECOVERED PROPERTY	90
4E - COMMON ASSAULT	89
60 - SICK PERSON	81
75 - DESTRUCT. OF PROPERTY	80
6D - LARCENY- FROM AUTO	76
20A - FOLLOWUP	71
99 - ACCIDENT-HIT & RUN	70
55 - DISORDERLY PERSON	65
3N - ROBB MISC (A)	60
5G - BURGLARY	51

Table Southeastern C: Calls for Service Time in Hours

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat
0000	10.2	12.1	11.5	9.6	11.5	11.6	13.9
0100	14.5	10.7	10.0	7.8	9.2	9.1	12.6
0200	12.2	7.7	6.9	6.0	6.3	6.4	11.8
0300	10.7	7.3	6.3	5.8	5.7	5.8	8.8
0400	8.3	6.1	5.5	5.2	5.3	5.7	6.8
0500	7.7	4.9	4.4	4.5	4.4	4.8	6.0
0600	6.2	5.4	4.5	4.9	4.2	5.2	5.4
0700	5.0	5.7	4.8	5.3	4.7	5.3	5.2
0800	5.6	8.3	7.1	7.6	6.2	7.2	6.6
0900	6.5	9.4	8.1	8.0	7.5	8.2	7.4
1000	8.0	9.1	8.7	8.7	8.2	8.9	8.3
1100	8.1	9.1	9.9	9.8	8.7	9.8	9.0
1200	8.9	10.3	10.0	10.6	9.5	10.4	9.3
1300	10.0	10.6	10.5	11.1	9.9	11.2	10.7
1400	10.7	10.8	11.1	10.2	10.2	10.9	10.7
1500	11.7	11.4	11.8	11.6	10.7	11.1	11.1
1600	10.5	9.8	10.4	10.3	9.1	11.7	11.0

1700	10.5	11.8	11.1	12.0	11.1	10.8	9.5
1800	11.0	12.8	11.2	12.0	12.4	12.3	11.1
1900	11.2	12.2	11.6	12.3	12.4	12.4	11.2
2000	11.6	12.9	12.2	12.5	11.8	12.7	11.2
2100	11.7	13.1	11.4	12.5	12.4	12.5	11.7
2200	11.8	12.6	11.0	12.4	12.4	13.2	11.4
2300	13.4	11.7	11.9	12.4	12.9	14.4	12.1
							1596.9

Table Southeastern D: Staffing Weekly Hours

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat
0000	27	22	25	30	28	31	29
0100	27	22	25	30	28	31	29
0200	27	10	12	13	13	15	29
0300	13	10	12	13	13	15	16
0400	13	10	12	13	13	15	16
0500	13	10	12	13	13	15	16
0600	13	10	12	13	13	15	16
0700	27	24	29	29	30	30	31
0800	14	14	17	16	17	15	15
0900	14	14	17	16	17	15	15
1000	14	14	17	16	17	15	15
1100	14	14	17	16	17	15	15
1200	12	12	17	16	17	15	15
1300	12	12	17	16	17	15	15
1400	12	12	17	16	17	15	15
1500	12	12	17	16	17	15	15
1600	27	26	34	31	33	15	15
1700	15	14	17	15	16	14	14
1800	15	14	17	15	16	14	14
1900	15	14	17	15	16	14	14
2000	15	14	17	15	16	14	14
2100	12	13	17	15	16	14	14
2200	12	25	30	28	31	29	24
2300	12	25	30	28	31	29	24
							2979

Table Southeastern E: Average Patrol Time Consumed by Calls for Service

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat
0000	37.7%	55.2%	45.8%	32.1%	41.2%	37.3%	47.8%
0100	53.6%	48.8%	39.9%	25.8%	33.0%	29.4%	43.6%
0200	45.0%	77.0%	57.8%	46.0%	48.1%	42.4%	40.6%
0300	82.3%	72.8%	52.6%	44.7%	43.5%	38.9%	54.8%
0400	63.8%	60.8%	46.0%	40.3%	40.8%	37.9%	42.5%
0500	58.8%	48.8%	36.3%	34.7%	33.5%	32.2%	37.7%

0600	47.4%	54.0%	37.6%	37.8%	32.4%	34.4%	34.0%
0700	18.6%	23.8%	16.6%	18.3%	15.6%	17.6%	16.7%
0800	39.8%	59.3%	41.5%	47.5%	36.7%	48.1%	44.1%
0900	46.4%	66.8%	47.8%	49.8%	44.0%	54.3%	49.1%
1000	56.9%	65.0%	50.9%	54.4%	48.1%	59.0%	55.0%
1100	58.1%	65.0%	58.1%	61.1%	51.2%	65.1%	60.2%
1200	74.4%	85.8%	58.9%	66.5%	55.8%	69.2%	62.1%
1300	83.1%	88.5%	62.0%	69.4%	58.3%	74.9%	71.0%
1400	88.9%	89.9%	65.5%	63.6%	59.8%	72.7%	71.6%
1500	97.6%	94.6%	69.5%	72.2%	62.8%	74.1%	74.2%
1600	38.9%	37.6%	30.6%	33.2%	27.6%	78.0%	73.4%
1700	70.2%	84.5%	65.1%	79.9%	69.4%	77.1%	67.9%
1800	73.0%	91.4%	65.9%	79.7%	77.2%	87.6%	79.2%
1900	74.6%	87.4%	68.0%	82.0%	77.4%	88.8%	80.0%
2000	77.4%	92.3%	72.0%	83.1%	73.4%	90.4%	80.0%
2100	97.5%	101.0%	67.2%	83.3%	77.6%	89.5%	83.2%
2200	98.6%	50.3%	36.6%	44.1%	40.0%	45.5%	47.4%
2300	111.9%	46.6%	39.7%	44.2%	41.5%	49.6%	50.4%
							57.8%

Table Southeastern F: Average Patrol Time Consumed by Self-Initiated Activities

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat
0000	7.3%	8.6%	8.8%	5.5%	7.6%	5.9%	5.5%
0100	8.6%	7.9%	7.6%	4.8%	6.5%	5.8%	6.4%
0200	7.9%	13.2%	9.7%	5.6%	10.6%	7.7%	7.3%
0300	13.2%	12.2%	6.9%	4.6%	6.5%	5.9%	10.5%
0400	7.2%	9.5%	5.4%	4.7%	5.0%	5.8%	8.5%
0500	6.9%	8.2%	3.6%	4.1%	4.4%	4.6%	6.4%
0600	4.7%	7.5%	3.2%	4.4%	3.1%	3.9%	4.7%
0700	2.1%	2.9%	1.4%	1.7%	1.2%	1.5%	1.5%
0800	3.6%	3.0%	2.7%	3.1%	2.8%	3.3%	3.1%
0900	4.9%	3.6%	4.0%	4.4%	3.7%	3.3%	4.7%
1000	3.9%	5.6%	5.7%	5.0%	4.7%	4.9%	5.4%
1100	4.0%	6.0%	6.9%	6.3%	7.5%	7.7%	6.4%
1200	5.0%	7.8%	7.2%	8.2%	8.6%	9.2%	6.4%
1300	6.8%	6.4%	6.1%	9.2%	10.0%	9.2%	6.7%
1400	8.2%	6.4%	6.2%	10.1%	8.7%	10.0%	6.2%
1500	7.9%	7.9%	6.9%	10.2%	8.1%	11.6%	5.8%
1600	3.0%	3.0%	2.6%	3.8%	2.9%	13.2%	6.6%
1700	5.7%	4.0%	5.6%	8.9%	4.7%	11.5%	4.8%
1800	5.4%	5.7%	6.8%	10.1%	8.1%	10.0%	5.6%
1900	6.0%	7.0%	7.6%	11.1%	8.4%	9.6%	9.2%
2000	6.6%	7.5%	9.0%	13.1%	8.9%	10.7%	11.7%
2100	10.1%	10.5%	9.2%	13.4%	9.4%	11.0%	13.6%
2200	13.5%	6.3%	4.9%	6.4%	4.8%	5.4%	6.5%
2300	14.7%	7.7%	5.3%	7.5%	6.2%	5.7%	7.1%
							6.8%

13.6.3 Eastern District**Table Eastern A: Most Frequent Calls for Service**

District Dispatched Calls for Service:³¹⁶ 101,447

Number of Dispatched Calls in the Most Frequent Calls for Service List: 81,541

Percentage of Dispatched Calls that are in the Most Frequent Calls for Service List: 80 percent

Dispatched Call Type	Number
89 - 911/NO VOICE CALL	12378
55 - DISORDERLY PERSON	11895
4E - COMMON ASSAULT	9146
79 - OTHER	7667
87O - NARCOTICS - OUTSIDE	5745
49 - FAMILY DISTURBANCE	4464
5G - BURGLARY	4370
54 - ARMED PERSON	3815
30 - ACCIDENT-AUTO	3364
65 - SILENT ALARM	3157
6J - LARCENY- OTHER	2144
4D - AGG ASSAULT - HANDS	1944
61 - PERSON WANTED ON WAR	1874
75 - DESTRUCT. OF PROPERTY	1645
99 - ACCIDENT-HIT & RUN	1606
31 - ACCIDENT-PERSON INJ.	1460
6D - LARCENY- FROM AUTO	1337
85 - BEHAVIORAL CRISIS	1199
57 - SUSPICIOUS PERSON	1190
4A - AGG ASSAULT - GUN	1141

Table Eastern B: Most Frequent Self-Initiated Activities

District Records Labeled Self-Initiated:³¹⁷ 8,219

Number of Activities in the Most Frequent Self-Initiated Activities List: 7,456

Percentage of Dispatched Calls that are in the Most Frequent Calls for Service List: 91 percent

Dispatched Call Type	Number
20D - DETAIL	2567

³¹⁶ This is the total number of calls for service in the district following data cleaning, meaning that incomplete records were removed.

³¹⁷ This is the total number of records labeled self-initiated in the district following data cleaning, meaning that incomplete records were removed.

FI - FIELD INTERVIEW	1781
25 - CAR STOP	1078
61 - PERSON WANTED ON WAR	304
79 - OTHER	282
30 - ACCIDENT-AUTO	188
20F - WARRANT	182
T - TRAFFIC STOP	117
24 - TOWED VEHICLE	102
60 - SICK PERSON	101
31 - ACCIDENT-PERSON INJ.	93
4E - COMMON ASSAULT	93
20J - TRANSPORT	92
20A - FOLLOWUP	88
20Z - OTHER	86
87V - NARCOTICS-ONVIEW	78
4A - AGG ASSAULT - GUN	76
20B - FOOT PATROL	52
4B - AGG ASSAULT - CUT	49
99 - ACCIDENT-HIT & RUN	47

Table Eastern C: Calls for Service Time in Hours

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat
0000	7.9	8.9	9.6	9.1	8.9	10.6	9.0
0100	10.9	7.3	8.4	7.9	8.1	8.7	8.4
0200	8.7	5.6	6.1	5.6	6.2	6.6	8.5
0300	6.7	5.2	5.4	5.5	5.5	5.6	6.9
0400	5.7	4.6	4.9	4.8	4.3	5.0	6.0
0500	5.2	4.5	4.1	4.3	3.5	4.2	5.6
0600	5.0	4.3	4.8	4.3	3.9	4.4	5.5
0700	4.4	5.0	5.5	5.4	4.2	5.9	5.4
0800	5.0	6.2	6.9	6.5	5.7	6.5	5.6
0900	6.2	7.4	8.0	7.4	7.6	7.1	6.4
1000	7.2	8.0	8.1	7.6	8.1	8.0	6.8
1100	7.5	8.5	8.4	8.4	8.5	8.4	6.4
1200	8.1	9.1	9.4	8.9	9.1	8.9	6.9
1300	8.6	8.8	8.9	8.6	9.5	8.7	6.8
1400	8.0	8.7	8.6	8.0	9.9	8.5	7.5
1500	8.5	8.9	8.5	8.7	10.1	8.9	7.9
1600	7.0	8.3	8.4	9.1	8.8	9.3	8.1
1700	8.1	9.7	9.8	9.9	10.4	9.2	7.3
1800	8.1	9.4	9.2	9.3	9.6	10.0	8.3
1900	8.0	9.6	8.2	8.5	9.6	9.6	7.6
2000	8.2	9.3	8.0	8.0	9.3	8.5	7.6
2100	8.0	8.5	8.0	8.1	9.1	8.3	7.6

August 14, 2018

Page 144 of 188

Baltimore Police Department Staffing Study

2200	8.1	8.5	8.4	8.3	9.2	8.7	8.3
2300	9.1	9.6	10.6	8.7	10.0	9.6	9.9
							1280.2

Table Eastern D: Staffing Weekly Hours

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat
0000	24	24	28	26	26	30	30
0100	24	24	28	26	26	30	30
0200	24	12	14	13	12	15	30
0300	12	12	14	13	12	15	15
0400	12	12	14	13	12	15	15
0500	12	12	14	13	12	15	15
0600	12	12	14	13	12	15	15
0700	24	24	28	26	25	28	28
0800	12	12	14	13	13	13	13
0900	12	12	14	13	13	13	13
1000	12	12	14	13	13	13	13
1100	12	12	14	13	13	13	13
1200	12	12	14	13	13	13	13
1300	12	12	14	13	13	13	13
1400	12	12	14	13	13	13	13
1500	12	12	14	13	13	13	13
1600	25	25	28	27	28	13	13
1700	13	13	14	14	15	15	12
1800	13	13	14	14	15	15	12
1900	13	13	14	14	15	15	12
2000	13	13	14	14	15	15	12
2100	12	13	14	14	15	15	12
2200	24	27	28	26	30	30	24
2300	24	27	28	26	30	30	24
							2787.0

Table Eastern E: Average Patrol Time Consumed by Calls for Service

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat
0000	33.0%	36.9%	34.3%	35.1%	34.2%	35.4%	29.8%
0100	45.6%	30.3%	30.1%	30.3%	31.2%	29.1%	28.1%
0200	36.3%	46.8%	43.5%	42.7%	51.5%	44.0%	28.3%
0300	55.7%	42.9%	38.3%	42.6%	45.4%	37.4%	45.8%
0400	47.2%	38.5%	35.1%	37.2%	35.4%	33.0%	40.2%
0500	43.2%	37.4%	29.5%	33.2%	28.9%	28.1%	37.3%
0600	41.8%	35.7%	34.5%	32.8%	32.4%	29.1%	36.9%
0700	18.1%	20.8%	19.6%	20.6%	16.6%	20.9%	19.3%
0800	41.5%	51.4%	48.9%	49.9%	43.5%	49.7%	43.1%
0900	51.4%	61.4%	57.0%	57.2%	58.2%	54.6%	49.1%
1000	60.3%	66.3%	58.0%	58.2%	62.3%	61.3%	52.3%

1100	62.5%	70.4%	59.6%	64.4%	65.4%	64.7%	49.1%
1200	67.4%	75.7%	67.4%	68.7%	69.9%	68.3%	52.7%
1300	71.7%	73.2%	63.7%	66.0%	72.9%	67.2%	52.3%
1400	66.8%	72.5%	61.1%	61.2%	76.2%	65.1%	57.8%
1500	71.0%	74.3%	60.5%	66.9%	77.7%	68.6%	60.9%
1600	28.1%	33.1%	30.1%	33.6%	31.3%	71.7%	62.2%
1700	62.2%	74.7%	69.6%	70.8%	69.2%	61.0%	60.7%
1800	62.6%	72.4%	65.4%	66.4%	64.1%	66.6%	68.8%
1900	61.3%	73.5%	58.7%	60.4%	63.8%	64.1%	63.3%
2000	63.3%	71.2%	56.9%	56.8%	62.0%	56.6%	63.2%
2100	66.5%	65.3%	57.1%	57.7%	60.4%	55.3%	63.5%
2200	33.7%	31.4%	30.0%	31.9%	30.5%	29.1%	34.6%
2300	37.7%	35.5%	37.8%	33.6%	33.4%	32.1%	41.4%
							50.0%

Table Eastern F: Average Patrol Time Consumed by Self-Initiated Activities

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat
0000	9.9%	10.5%	8.8%	10.1%	10.4%	9.6%	9.6%
0100	8.7%	7.9%	7.6%	8.6%	8.7%	8.9%	10.6%
0200	7.8%	10.3%	10.1%	11.4%	13.8%	12.1%	10.2%
0300	11.4%	9.0%	9.5%	10.9%	10.0%	9.1%	12.1%
0400	7.9%	8.8%	7.9%	10.0%	9.0%	7.1%	11.6%
0500	4.9%	7.1%	6.2%	8.6%	7.9%	6.1%	10.1%
0600	4.7%	5.3%	5.4%	7.3%	4.6%	5.4%	7.6%
0700	2.0%	3.0%	2.6%	4.0%	2.4%	3.2%	3.9%
0800	3.5%	6.7%	5.1%	9.5%	7.2%	6.8%	8.3%
0900	5.0%	7.9%	8.3%	9.7%	10.0%	9.6%	10.5%
1000	6.8%	10.4%	10.5%	10.4%	12.8%	14.5%	12.8%
1100	11.5%	13.3%	13.6%	13.2%	15.0%	14.0%	14.5%
1200	13.2%	17.6%	15.2%	12.6%	18.6%	13.3%	13.7%
1300	10.3%	16.9%	11.9%	11.3%	19.1%	14.5%	13.5%
1400	9.0%	13.9%	11.9%	11.4%	16.7%	12.4%	12.8%
1500	8.2%	13.6%	13.7%	11.3%	17.7%	11.0%	12.3%
1600	3.7%	5.0%	6.4%	5.7%	6.8%	12.2%	11.9%
1700	9.4%	6.8%	13.8%	12.4%	9.6%	8.4%	12.1%
1800	12.4%	6.4%	11.9%	14.6%	14.8%	7.8%	14.9%
1900	12.8%	7.7%	11.8%	16.1%	13.1%	9.2%	16.9%
2000	16.3%	9.9%	13.6%	15.6%	12.2%	11.8%	16.4%
2100	15.4%	8.5%	13.0%	17.0%	14.2%	11.8%	16.1%
2200	7.2%	4.4%	7.0%	8.5%	7.3%	6.7%	8.5%
2300	9.2%	6.9%	8.6%	8.6%	8.4%	7.6%	9.5%
							10.2%

13.6.4 Northeastern District**Table Northeastern A: Most Frequent Calls for Service**

District Dispatched Calls for Service:³¹⁸ 157,117

Number of Dispatched Calls in the Most Frequent Calls for Service List: 125,106

Percentage of Dispatched Calls that are in the Most Frequent Calls for Service List: 80 percent

Dispatched Call Type	Number
89 - 911/NO VOICE CALL	19282
55 - DISORDERLY PERSON	16109
4E - COMMON ASSAULT	13984
79 - OTHER	12640
65 - SILENT ALARM	8252
49 - FAMILY DISTURBANCE	7514
5G - BURGLARY	7209
30 - ACCIDENT-AUTO	5990
57 - SUSPICIOUS PERSON	3902
6J - LARCENY- OTHER	3628
54 - ARMED PERSON	3525
87O - NARCOTICS - OUTSIDE	3473
99 - ACCIDENT-HIT & RUN	3336
75 - DESTRUCT. OF PROPERTY	3038
7C - STOLEN VEH./OTHER	2629
4D - AGG ASSAULT - HANDS	2371
83 - DISCHARGING FIREARM	2135
85 - BEHAVIORAL CRISIS	2082
56 - MISSING PERSON	2072
6D - LARCENY- FROM AUTO	1935

Table Northeastern B: Most Frequent Self-Initiated Activities

District Records Labeled Self-Initiated:³¹⁹ 8,078

Number of Activities in the Most Frequent Self-Initiated Activities List: 7,324

Percentage of Dispatched Calls that are in the Most Frequent Calls for Service List: 91 percent

Dispatched Call Type	Number
20D - DETAIL	2552

³¹⁸ This is the total number of calls for service in the district following data cleaning, meaning that incomplete records were removed.

³¹⁹ This is the total number of records labeled self-initiated in the district following data cleaning, meaning that incomplete records were removed.

25 - CAR STOP	1342
FI - FIELD INTERVIEW	1075
20F - WARRANT	478
79 - OTHER	327
61 - PERSON WANTED ON WAR	266
30 - ACCIDENT-AUTO	243
4E - COMMON ASSAULT	115
20Z - OTHER	103
81 - RECOVERED PROPERTY	99
31 - ACCIDENT-PERSON INJ.	91
73 - FALSE PRETENSE	88
6J - LARCENY- OTHER	87
20A - FOLLOWUP	75
87V - NARCOTICS-ONVIEW	74
95 - EXPARTE	74
99 - ACCIDENT-HIT & RUN	64
75 - DESTRUCT. OF PROPERTY	60
6D - LARCENY- FROM AUTO	56
24 - TOWED VEHICLE	55

Table Northeastern C: Calls for Service Time in Hours

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat
0000	12.4	14.6	15.5	15.8	15.1	16.4	16.1
0100	16.9	12.9	13.9	14.1	15.1	14.9	16.0
0200	15.1	9.2	10.0	10.5	10.6	10.7	16.0
0300	11.2	8.6	8.3	8.8	9.2	8.7	12.0
0400	9.7	7.2	7.4	7.4	7.4	7.4	9.7
0500	8.3	6.7	6.2	6.3	6.2	6.9	8.7
0600	8.1	7.0	6.7	6.2	6.5	7.2	8.6
0700	7.2	7.2	7.4	7.2	7.5	7.7	8.1
0800	6.4	8.8	9.5	9.7	9.2	9.8	7.4
0900	7.8	10.6	10.3	10.6	11.0	11.0	8.7
1000	9.6	11.2	11.6	11.4	11.2	11.2	9.8
1100	10.9	11.9	12.4	12.5	12.1	12.1	11.7
1200	11.2	13.1	12.6	12.2	13.0	13.4	12.3
1300	12.0	13.3	13.1	12.4	13.0	13.7	12.8
1400	12.3	12.4	11.8	12.0	12.3	12.9	13.2
1500	12.8	13.4	12.6	13.1	13.5	13.3	13.4
1600	11.1	13.6	12.6	12.4	12.8	14.4	13.0
1700	13.5	15.9	15.5	14.9	15.3	13.7	11.3
1800	14.4	16.9	16.0	15.9	16.4	14.8	13.3
1900	13.4	17.0	15.5	15.7	17.1	15.3	13.6
2000	14.0	16.6	15.1	15.3	16.9	14.7	14.0
2100	13.7	15.7	14.9	15.3	16.6	14.6	13.4

August 14, 2018

Page 148 of 188

Baltimore Police Department Staffing Study

2200	14.4	15.7	15.5	16.3	16.9	15.3	14.4
2300	16.0	17.1	16.1	16.2	18.0	17.6	15.3
							2063.883

Table Northeastern D: Staffing Weekly Hours

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat
0000	36	26	30	39	31	36	35
0100	36	26	30	39	31	36	35
0200	36	13	16	16	16	15	35
0300	12	10	16	16	16	15	17
0400	12	10	16	16	16	15	17
0500	12	10	16	16	16	15	17
0600	12	10	16	16	16	15	17
0700	32	26	36	40	37	35	36
0800	20	16	20	24	21	20	19
0900	20	16	20	24	21	20	19
1000	20	16	20	24	21	20	19
1100	20	16	20	24	21	20	19
1200	16	12	20	17	21	20	13
1300	16	12	20	17	21	20	13
1400	16	12	20	17	21	20	13
1500	16	12	20	17	21	20	13
1600	26	30	43	36	43	20	13
1700	20	25	23	19	22	18	21
1800	20	25	23	19	22	18	21
1900	20	25	23	19	22	18	21
2000	20	25	23	19	22	18	21
2100	13	14	23	15	21	18	21
2200	26	30	39	31	36	35	36
2300	26	30	39	31	36	35	36
							3693

Table Northeastern E: Average Patrol Time Consumed by Calls for Service

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat
0000	34.4%	56.0%	51.6%	40.6%	48.7%	45.6%	46.1%
0100	46.9%	49.6%	46.3%	36.1%	48.7%	41.3%	45.8%
0200	41.8%	70.6%	62.4%	65.6%	66.5%	71.4%	45.7%
0300	93.2%	85.8%	51.9%	55.2%	57.6%	57.8%	70.7%
0400	80.7%	72.2%	46.5%	46.3%	45.9%	49.0%	56.9%
0500	69.0%	67.2%	38.5%	39.6%	38.8%	46.0%	51.1%
0600	67.6%	69.5%	42.1%	39.0%	40.6%	47.8%	50.3%
0700	22.6%	27.7%	20.4%	18.1%	20.2%	21.9%	22.6%
0800	31.8%	55.2%	47.6%	40.4%	44.0%	49.2%	38.7%
0900	38.8%	66.3%	51.7%	44.2%	52.1%	54.9%	45.9%
1000	48.2%	70.1%	58.1%	47.3%	53.3%	55.8%	51.3%

1100	54.6%	74.5%	62.1%	51.9%	57.6%	60.6%	61.3%
1200	69.9%	109.0%	63.2%	71.6%	62.0%	66.9%	94.4%
1300	75.1%	111.1%	65.6%	72.6%	61.7%	68.3%	98.3%
1400	77.0%	103.6%	58.9%	70.6%	58.6%	64.4%	101.4%
1500	80.1%	111.9%	63.1%	76.9%	64.4%	66.7%	103.3%
1600	42.6%	45.3%	29.4%	34.3%	29.8%	71.8%	100.3%
1700	67.3%	63.5%	67.5%	78.2%	69.3%	76.3%	53.7%
1800	71.8%	67.5%	69.3%	83.7%	74.7%	82.3%	63.5%
1900	66.8%	68.1%	67.2%	82.5%	77.5%	84.7%	64.6%
2000	69.8%	66.2%	65.6%	80.5%	76.7%	81.8%	66.6%
2100	105.4%	112.0%	64.9%	101.9%	79.0%	81.1%	63.6%
2200	55.4%	52.4%	39.6%	52.7%	47.0%	43.6%	40.1%
2300	61.3%	57.1%	41.2%	52.1%	50.0%	50.2%	42.5%
							60.1%

Table Northeastern F: Average Patrol Time Consumed by Self-Initiated Activities

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat
0000	6.3%	8.1%	5.7%	6.2%	7.7%	5.7%	7.7%
0100	9.5%	7.8%	5.9%	6.1%	6.7%	7.5%	8.9%
0200	8.4%	10.3%	9.6%	10.4%	10.1%	14.2%	8.0%
0300	15.3%	9.8%	6.8%	8.8%	8.9%	9.2%	9.7%
0400	14.3%	7.8%	5.9%	6.0%	5.6%	6.0%	8.4%
0500	10.7%	5.8%	6.4%	7.0%	4.3%	4.9%	9.4%
0600	8.2%	4.3%	5.0%	6.3%	4.3%	4.1%	6.9%
0700	2.8%	1.4%	1.7%	2.3%	1.7%	1.3%	2.5%
0800	4.2%	2.9%	3.8%	3.4%	2.8%	2.7%	2.8%
0900	5.8%	4.1%	5.8%	5.1%	4.7%	3.9%	3.9%
1000	6.7%	6.4%	7.3%	6.4%	7.1%	4.1%	6.6%
1100	6.9%	6.7%	8.6%	6.6%	8.0%	5.8%	5.9%
1200	8.2%	9.3%	9.0%	10.5%	8.3%	7.2%	10.1%
1300	9.3%	10.8%	10.1%	10.7%	8.3%	7.7%	10.1%
1400	8.6%	10.8%	9.9%	9.2%	9.4%	7.3%	9.5%
1500	7.3%	9.6%	10.5%	7.5%	10.2%	8.0%	7.4%
1600	3.1%	3.9%	4.5%	3.6%	4.0%	8.2%	6.5%
1700	5.3%	5.7%	8.3%	6.1%	8.1%	7.4%	3.7%
1800	6.1%	5.8%	9.8%	6.7%	7.0%	7.9%	5.6%
1900	6.7%	5.0%	10.1%	7.9%	6.7%	11.1%	6.7%
2000	6.8%	4.5%	9.2%	7.9%	7.3%	10.7%	5.8%
2100	9.5%	7.9%	7.6%	9.4%	6.0%	11.6%	6.4%
2200	5.4%	3.9%	5.0%	5.3%	3.7%	6.0%	3.8%
2300	7.8%	5.2%	5.5%	6.9%	5.0%	7.3%	5.0%
							6.9%

13.6.5 Northern District**Table Northern A: Most Frequent Calls for Service**

District Dispatched Calls for Service:³²⁰ 115,160

Number of Dispatched Calls in the Most Frequent Calls for Service List: 90,711

Percentage of Dispatched Calls that are in the Most Frequent Calls for Service List: 79 percent

Dispatched Call Type	Number
55 - DISORDERLY PERSON	14137
89 - 911/NO VOICE CALL	10325
79 - OTHER	9627
4E - COMMON ASSAULT	8975
65 - SILENT ALARM	7255
30 - ACCIDENT-AUTO	5777
5G - BURGLARY	5181
49 - FAMILY DISTURBANCE	3926
57 - SUSPICIOUS PERSON	3644
6J - LARCENY- OTHER	3183
87O - NARCOTICS - OUTSIDE	2979
54 - ARMED PERSON	2170
99 - ACCIDENT-HIT & RUN	2168
75 - DESTRUCT. OF PROPERTY	1928
6D - LARCENY- FROM AUTO	1785
4D - AGG ASSAULT - HANDS	1698
31 - ACCIDENT-PERSON INJ.	1690
85 - BEHAVIORAL CRISIS	1490
61 - PERSON WANTED ON WAR	1411
7C - STOLEN VEH./OTHER	1362

Table Northern B: Most Frequent Self-Initiated Activities

District Records Labeled Self-Initiated:³²¹ 4,790

Number of Activities in the Most Frequent Self-Initiated Activities List: 4,154

Percentage of Dispatched Calls that are in the Most Frequent Calls for Service List: 87 percent

Dispatched Call Type	Number
----------------------	--------

³²⁰ This is the total number of calls for service in the district following data cleaning, meaning that records without arrival times or that were otherwise cleared are not counted.

³²¹ This is the total number of records labeled self-initiated in the district following data cleaning, meaning that incomplete records were removed.

20D - DETAIL	1563
25 - CAR STOP	540
FI - FIELD INTERVIEW	412
30 - ACCIDENT-AUTO	328
79 - OTHER	273
61 - PERSON WANTED ON WAR	111
4E - COMMON ASSAULT	97
20F - WARRANT	96
60 - SICK PERSON	87
55 - DISORDERLY PERSON	81
6J - LARCENY- OTHER	70
81 - RECOVERED PROPERTY	64
24 - TOWED VEHICLE	63
73 - FALSE PRETENSE	63
20Z - OTHER	60
6D - LARCENY- FROM AUTO	59
20A - FOLLOWUP	54
99 - ACCIDENT-HIT & RUN	47
34 - ACCIDENT-DEPT.	45
75 - DESTRUCT. OF PROPERTY	41

Table Northern C: Calls for Service Time in Hours

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat
0000	8.7	11.0	10.4	10.9	10.1	12.3	13.7
0100	12.0	8.6	8.0	9.1	8.7	10.0	12.6
0200	9.0	5.9	6.2	6.9	6.6	7.2	10.1
0300	6.9	5.0	5.4	5.4	5.6	6.3	8.1
0400	6.1	4.8	4.3	4.7	5.1	6.1	7.2
0500	5.0	4.0	3.9	4.1	5.1	5.1	5.9
0600	5.2	4.1	4.9	4.5	5.0	5.4	5.8
0700	4.2	4.7	5.5	4.9	5.0	5.7	5.4
0800	4.8	6.3	7.6	7.4	7.4	7.2	6.3
0900	6.0	7.8	8.4	8.4	8.8	8.2	7.4
1000	7.2	9.6	8.5	8.8	9.9	9.0	8.9
1100	7.5	10.5	9.6	9.6	10.5	9.8	10.2
1200	8.6	11.4	10.4	10.4	11.5	10.7	10.8
1300	9.2	12.0	10.7	10.8	11.0	10.5	10.9
1400	9.6	11.6	10.4	10.5	11.0	11.9	11.0
1500	9.7	11.9	11.1	11.2	11.9	12.0	11.3
1600	8.6	10.4	10.0	10.5	11.2	13.5	12.0
1700	10.6	12.8	13.2	12.9	13.9	11.7	9.8
1800	10.8	12.3	12.6	12.2	13.3	13.8	11.6

1900	10.9	12.1	11.7	11.6	12.2	13.2	11.1
2000	10.6	11.9	12.2	11.2	12.0	12.5	11.1
2100	11.1	12.3	11.9	11.0	12.1	12.8	11.1
2200	10.5	11.2	11.2	10.1	12.5	12.7	10.2
2300	11.0	11.5	12.1	10.4	13.1	13.6	11.3
							1572.117

Table Northern D: Staffing Weekly Hours

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat
0000	22	16	23	26	24	29	27
0100	22	16	23	26	24	29	27
0200	22	10	13	11	12	15	27
0300	11	10	13	11	12	15	13
0400	11	10	13	11	12	15	13
0500	11	10	13	11	12	15	13
0600	11	10	13	11	12	15	13
0700	26	24	24	26	28	36	24
0800	15	14	11	15	16	21	11
0900	15	14	11	15	16	21	11
1000	15	14	11	15	16	21	11
1100	15	14	11	15	16	21	11
1200	13	13	11	15	14	21	9
1300	13	13	11	15	14	21	9
1400	13	13	11	15	14	21	9
1500	13	13	11	15	14	21	9
1600	26	27	31	29	28	21	9
1700	13	14	20	14	14	17	16
1800	13	14	20	14	14	17	16
1900	13	14	20	14	14	17	16
2000	13	14	20	14	14	17	16
2100	6	10	15	12	14	17	16
2200	16	23	26	24	29	27	24
2300	16	23	26	24	15	13	24
							2771

Table Northern E: Average Patrol Time Consumed by Calls for Service

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat
0000	39.5%	68.9%	45.1%	41.9%	42.2%	42.4%	50.9%
0100	54.6%	54.0%	34.9%	34.9%	36.3%	34.4%	46.5%
0200	41.1%	58.7%	47.8%	62.7%	55.0%	47.8%	37.2%
0300	62.3%	50.2%	41.5%	49.2%	46.9%	41.7%	62.1%
0400	55.2%	47.7%	33.2%	42.4%	42.5%	40.7%	55.6%
0500	45.8%	39.8%	30.1%	37.1%	42.4%	33.7%	45.5%
0600	47.0%	40.5%	37.7%	40.5%	41.7%	36.2%	44.5%
0700	16.2%	19.4%	22.7%	18.8%	17.8%	15.7%	22.6%

0800	32.0%	44.6%	68.6%	49.4%	46.1%	34.1%	56.8%
0900	39.9%	55.7%	75.9%	55.9%	55.1%	39.0%	66.8%
1000	48.2%	68.6%	77.4%	58.8%	62.0%	42.6%	81.2%
1100	50.2%	74.8%	87.0%	63.8%	65.3%	46.6%	92.7%
1200	66.2%	87.7%	94.2%	69.4%	82.1%	51.0%	119.6%
1300	70.6%	91.9%	97.3%	72.2%	78.8%	50.1%	120.7%
1400	74.1%	89.2%	94.8%	70.0%	78.8%	56.8%	122.2%
1500	74.6%	91.3%	100.8%	74.6%	85.1%	57.0%	125.2%
1600	33.2%	38.3%	32.2%	36.0%	40.1%	64.1%	132.8%
1700	81.2%	91.5%	65.8%	91.8%	98.9%	69.0%	61.4%
1800	82.7%	87.9%	62.8%	87.4%	94.9%	81.4%	72.4%
1900	83.8%	86.2%	58.3%	82.5%	87.4%	77.4%	69.2%
2000	81.4%	85.1%	60.8%	79.8%	85.5%	73.6%	69.4%
2100	184.7%	123.0%	79.2%	91.4%	86.4%	75.1%	69.2%
2200	65.8%	48.8%	43.0%	42.0%	43.0%	47.1%	42.6%
2300	69.0%	50.1%	46.4%	43.1%	87.2%	104.6%	47.0%
							61.9%

Table Northern F: Average Patrol Time Consumed by Self-Initiated Activities

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat
0000	4.5%	7.2%	3.6%	3.5%	4.2%	6.1%	5.5%
0100	6.1%	5.5%	3.4%	3.1%	3.9%	6.2%	6.2%
0200	4.4%	5.0%	3.6%	4.2%	6.1%	5.9%	5.6%
0300	8.8%	5.5%	2.9%	3.5%	2.9%	5.0%	9.2%
0400	6.7%	4.3%	2.1%	2.7%	1.7%	4.3%	7.6%
0500	5.3%	3.2%	1.4%	2.6%	1.5%	3.4%	5.1%
0600	3.8%	2.7%	2.6%	2.7%	2.6%	3.3%	2.8%
0700	1.0%	1.3%	1.0%	1.2%	1.1%	1.0%	1.1%
0800	2.0%	2.4%	3.6%	2.3%	2.5%	1.4%	2.4%
0900	2.2%	2.0%	5.8%	3.9%	3.1%	2.5%	3.3%
1000	3.3%	2.3%	7.1%	4.6%	3.3%	3.0%	4.7%
1100	3.6%	3.2%	7.4%	4.3%	4.1%	3.5%	6.4%
1200	4.6%	4.9%	7.4%	5.8%	5.4%	3.3%	7.4%
1300	4.4%	5.5%	7.6%	6.7%	5.8%	3.9%	6.7%
1400	4.4%	5.9%	7.0%	6.8%	8.0%	3.9%	8.9%
1500	4.7%	7.1%	7.7%	7.8%	9.6%	5.6%	11.7%
1600	3.0%	3.5%	1.8%	3.4%	3.5%	5.8%	12.0%
1700	8.5%	6.3%	3.2%	5.8%	6.9%	6.1%	6.1%
1800	7.6%	6.3%	3.3%	7.5%	7.1%	6.3%	5.5%
1900	5.9%	8.3%	4.5%	8.0%	6.8%	7.6%	6.7%
2000	7.4%	8.1%	3.8%	10.2%	6.7%	10.1%	7.0%
2100	17.8%	11.7%	4.9%	11.4%	7.3%	9.1%	9.3%
2200	5.5%	5.1%	2.8%	4.4%	3.7%	5.2%	5.9%
2300	5.8%	3.8%	2.6%	3.9%	8.2%	11.9%	5.8%
							5.2%

13.6.6 Northwestern District**Table Northwestern A: Most Frequent Calls for Service**

District Dispatched Calls for Service:³²² 108,380

Number of Dispatched Calls in the Most Frequent Calls for Service List: 87,487

Percentage of Dispatched Calls that are in the Most Frequent Calls for Service List: 81 percent

Dispatched Call Type	Number
89 - 911/NO VOICE CALL	12878
55 - DISORDERLY PERSON	12746
4E - COMMON ASSAULT	8802
79 - OTHER	7883
87O - NARCOTICS - OUTSIDE	6435
65 - SILENT ALARM	5534
5G - BURGLARY	4752
49 - FAMILY DISTURBANCE	4264
30 - ACCIDENT-AUTO	3898
6J - LARCENY- OTHER	2805
54 - ARMED PERSON	2411
57 - SUSPICIOUS PERSON	2201
99 - ACCIDENT-HIT & RUN	2169
75 - DESTRUCT. OF PROPERTY	1838
7C - STOLEN VEH./OTHER	1594
4D - AGG ASSAULT - HANDS	1580
6D - LARCENY- FROM AUTO	1485
31 - ACCIDENT-PERSON INJ.	1478
85 - BEHAVIORAL CRISIS	1391
56 - MISSING PERSON	1343

Table Northwestern B: Most Frequent Self-Initiated Activities

District Records Labeled Self-Initiated:³²³ 4,554

Number of Activities in the Most Frequent Self-Initiated Activities List: 4,035

Percentage of Dispatched Calls that are in the Most Frequent Calls for Service List: 89 percent

³²² This is the total number of calls for service in the district following data cleaning, meaning that incomplete records were removed.

³²³ This is the total number of records labeled self-initiated in the district following data cleaning, meaning that incomplete records were removed.

Dispatched Call Type	Number
20D - DETAIL	1501
25 - CAR STOP	856
30 - ACCIDENT-AUTO	237
FI - FIELD INTERVIEW	221
79 - OTHER	175
61 - PERSON WANTED ON WAR	165
20F - WARRANT	109
31 - ACCIDENT-PERSON INJ.	101
60 - SICK PERSON	98
24 - TOWED VEHICLE	81
6J - LARCENY- OTHER	70
4E - COMMON ASSAULT	61
6D - LARCENY- FROM AUTO	53
83 - DISCHARGING FIREARM	53
75 - DESTRUCT. OF PROPERTY	48
87V - NARCOTICS-ONVIEW	46
81 - RECOVERED PROPERTY	45
73 - FALSE PRETENSE	41
20J - TRANSPORT	39
80 - LOST PROPERTY	35

Table Northwestern C: Calls for Service Time in Hours

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat
0000	8.1	10.9	10.5	11.5	11.5	11.5	11.8
0100	11.0	9.0	9.0	9.8	10.0	9.5	11.2
0200	8.6	6.1	6.2	5.9	7.0	7.2	9.0
0300	7.4	5.9	5.4	5.3	5.5	6.4	6.4
0400	6.6	5.0	4.8	4.9	4.9	5.2	6.1
0500	5.8	4.3	4.0	4.5	4.8	4.5	5.5
0600	5.6	4.6	4.4	4.8	5.5	4.3	5.0
0700	4.1	4.3	4.3	4.5	5.0	4.3	4.3
0800	4.3	5.9	6.3	6.1	6.8	5.4	4.8
0900	5.2	7.1	7.2	7.5	7.7	6.4	5.6
1000	6.5	8.0	8.4	8.2	8.0	7.6	6.8
1100	7.0	8.8	9.2	8.8	9.0	8.7	7.9
1200	7.8	9.5	9.4	9.2	9.4	9.4	8.2
1300	8.0	9.5	9.6	9.9	9.7	10.0	8.9
1400	9.2	10.1	9.6	10.5	10.5	9.6	9.7
1500	8.8	10.8	10.5	11.6	11.8	10.2	9.3
1600	8.1	9.6	9.4	10.2	10.1	10.9	9.7
1700	9.0	11.7	11.7	11.6	12.7	10.5	8.6

August 14, 2018

Page 156 of 188

Baltimore Police Department Staffing Study

1800	9.6	11.2	11.6	11.7	12.6	11.3	9.4
1900	10.2	11.0	11.6	11.7	11.9	10.5	8.9
2000	10.1	10.6	11.6	11.0	11.3	10.7	8.8
2100	9.5	10.2	12.1	10.5	10.7	10.2	9.3
2200	9.2	9.4	11.3	10.7	10.3	10.0	8.6
2300	10.5	10.3	11.8	12.4	12.1	11.5	10.0
							1433.6

Table Northwestern D: Staffing Weekly Hours

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat
0000	22	17	18	28	27	30	25
0100	22	17	18	28	27	30	25
0200	22	9	9	13	12	14	25
0300	8	9	9	13	12	14	13
0400	8	9	9	13	12	14	13
0500	8	9	9	13	12	14	13
0600	8	9	9	13	12	14	13
0700	19	24	20	24	26	30	27
0800	11	15	11	11	14	16	14
0900	11	15	11	11	14	16	14
1000	11	15	11	11	14	16	14
1100	11	15	11	11	14	16	14
1200	11	15	11	11	14	16	14
1300	11	15	11	11	14	16	14
1400	11	15	11	11	14	16	14
1500	11	15	11	11	14	16	14
1600	21	28	26	26	30	16	14
1700	10	13	15	15	16	15	15
1800	10	13	15	15	16	15	15
1900	10	13	15	15	16	15	15
2000	10	13	15	15	16	15	15
2100	9	9	15	15	16	15	15
2200	17	18	28	27	30	25	22
2300	17	18	28	27	30	25	22
							2641.0

Table Northwestern E: Average Patrol Time Consumed by Calls for Service

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat
0000	36.6%	64.1%	58.5%	41.0%	42.4%	38.3%	47.0%
0100	49.8%	53.0%	50.2%	35.0%	37.0%	31.7%	44.9%
0200	38.9%	67.4%	68.9%	45.3%	58.3%	51.4%	36.1%
0300	92.7%	65.9%	59.6%	40.4%	46.0%	45.4%	49.4%
0400	81.9%	55.4%	53.7%	37.6%	40.4%	37.4%	47.1%
0500	72.7%	47.4%	43.9%	34.7%	40.1%	32.0%	42.3%
0600	69.4%	51.5%	48.9%	36.8%	45.8%	30.6%	38.2%

0700	21.8%	18.1%	21.3%	18.9%	19.1%	14.3%	16.0%
0800	38.8%	39.4%	57.0%	55.8%	48.5%	33.6%	34.3%
0900	47.4%	47.3%	65.3%	68.3%	54.9%	40.2%	40.0%
1000	58.6%	53.1%	76.5%	74.1%	57.3%	47.5%	48.3%
1100	63.8%	58.7%	83.2%	80.2%	63.9%	54.5%	56.5%
1200	71.1%	63.2%	85.3%	83.6%	67.4%	58.4%	58.3%
1300	72.3%	63.0%	86.8%	89.8%	69.2%	62.3%	63.2%
1400	83.5%	67.4%	87.1%	95.6%	74.6%	59.7%	68.9%
1500	79.7%	71.7%	95.6%	105.2%	84.5%	63.9%	66.4%
1600	38.6%	34.2%	36.3%	39.2%	33.7%	68.0%	69.3%
1700	89.7%	89.9%	78.2%	77.4%	79.6%	69.8%	57.1%
1800	96.3%	85.8%	77.2%	77.9%	78.4%	75.3%	62.9%
1900	102.3%	84.2%	77.2%	78.0%	74.5%	69.8%	59.2%
2000	100.5%	81.7%	77.3%	73.2%	70.6%	71.0%	58.9%
2100	105.6%	113.7%	80.3%	69.9%	66.6%	68.1%	62.2%
2200	53.9%	52.1%	40.2%	39.6%	34.4%	40.1%	38.9%
2300	61.8%	57.1%	42.3%	45.9%	40.4%	45.8%	45.5%
							58.7%

Table Northwestern F: Average Patrol Time Consumed by Self-Initiated Activities

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat
0000	7.9%	9.2%	7.0%	5.8%	7.2%	5.6%	7.0%
0100	7.7%	7.1%	6.6%	4.7%	5.9%	5.1%	6.7%
0200	5.2%	9.4%	10.6%	7.4%	9.4%	7.1%	5.3%
0300	12.9%	7.4%	9.3%	5.6%	6.8%	5.6%	5.9%
0400	9.6%	4.8%	8.3%	5.3%	5.1%	4.8%	5.4%
0500	7.7%	5.4%	7.4%	4.4%	4.6%	3.7%	4.4%
0600	6.9%	6.1%	9.8%	5.1%	4.0%	3.2%	4.0%
0700	1.5%	1.6%	2.5%	1.4%	1.6%	0.7%	1.7%
0800	2.4%	2.4%	1.5%	3.8%	2.6%	1.0%	1.8%
0900	2.9%	4.0%	3.8%	6.2%	3.7%	1.8%	2.4%
1000	5.2%	4.3%	5.8%	5.8%	5.0%	3.6%	2.7%
1100	7.4%	3.3%	7.7%	5.3%	6.8%	4.0%	4.0%
1200	6.7%	3.7%	7.9%	7.3%	8.1%	4.0%	4.3%
1300	5.8%	3.4%	8.6%	9.5%	7.9%	4.2%	5.0%
1400	6.7%	4.2%	8.3%	10.5%	7.1%	5.3%	4.3%
1500	8.8%	5.3%	10.3%	13.9%	6.4%	6.7%	5.2%
1600	4.1%	1.8%	3.8%	4.4%	2.6%	8.0%	3.3%
1700	5.8%	4.1%	5.4%	7.0%	5.4%	7.6%	2.3%
1800	7.0%	5.0%	6.7%	8.3%	6.7%	7.2%	3.0%
1900	9.2%	5.8%	8.9%	11.6%	8.4%	7.1%	4.2%
2000	11.2%	5.6%	9.1%	12.6%	8.2%	6.1%	5.1%
2100	14.3%	8.1%	8.7%	12.1%	8.2%	6.0%	4.9%
2200	7.6%	5.3%	4.5%	6.3%	3.7%	5.0%	3.8%
2300	8.4%	5.5%	5.5%	6.7%	4.9%	6.2%	6.4%
							5.9%

13.6.7 Western District**Table Western A: Most Frequent Calls for Service**

District Dispatched Calls for Service:³²⁴ 98,630

Number of Dispatched Calls in the Most Frequent Calls for Service List: 80,686

Percentage of Dispatched Calls that are in the Most Frequent Calls for Service List: 82 percent

Dispatched Call Type	Number
89 - 911/NO VOICE CALL	11728
55 - DISORDERLY PERSON	10874
87O - NARCOTICS - OUTSIDE	9507
4E - COMMON ASSAULT	9321
79 - OTHER	7733
49 - FAMILY DISTURBANCE	4631
5G - BURGLARY	4155
54 - ARMED PERSON	3058
30 - ACCIDENT-AUTO	2903
65 - SILENT ALARM	2846
4D - AGG ASSAULT - HANDS	1876
6J - LARCENY- OTHER	1875
99 - ACCIDENT-HIT & RUN	1539
75 - DESTRUCT. OF PROPERTY	1360
31 - ACCIDENT-PERSON INJ.	1301
83 - DISCHARGING FIREARM	1271
4A - AGG ASSAULT - GUN	1249
57 - SUSPICIOUS PERSON	1180
7C - STOLEN VEH./OTHER	1171
87 - NARCOTICS - INSIDE	1108

Table Western B: Most Frequent Self-Initiated Activities

District Records Labeled Self-Initiated:³²⁵ 6,756

Number of Activities in the Most Frequent Self-Initiated Activities List: 6,174

Percentage of Dispatched Calls that are in the Most Frequent Calls for Service List: 91 percent

³²⁴ This is the total number of calls for service in the district following data cleaning, meaning that incomplete records were removed.

³²⁵ This is the total number of records labeled self-initiated in the district following data cleaning, meaning that incomplete records were removed.

Dispatched Call Type	Number
20D - DETAIL	2620
25 - CAR STOP	1156
FI - FIELD INTERVIEW	686
20Z - OTHER	217
61 - PERSON WANTED ON WAR	214
30 - ACCIDENT-AUTO	211
79 - OTHER	139
31 - ACCIDENT-PERSON INJ.	134
20F - WARRANT	104
26 - RECOVERED VEHICLE	91
20B - FOOT PATROL	73
20A - FOLLOWUP	72
87V - NARCOTICS-ONVIEW	71
81 - RECOVERED PROPERTY	66
60 - SICK PERSON	65
4E - COMMON ASSAULT	59
55 - DISORDERLY PERSON	55
83 - DISCHARGING FIREARM	53
20J - TRANSPORT	44
99 - ACCIDENT-HIT & RUN	44

Table Western C: Calls for Service Time in Hours

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat
0000	7.1	8.3	8.3	8.5	8.9	8.5	9.2
0100	9.2	6.7	5.5	6.0	7.1	6.9	8.5
0200	7.3	4.4	4.4	3.9	4.8	4.8	7.4
0300	6.0	3.6	4.2	3.4	4.4	4.7	5.8
0400	4.8	3.5	3.5	3.1	3.1	4.5	5.2
0500	4.2	3.2	2.9	2.6	2.6	3.6	4.1
0600	4.1	3.4	2.9	2.2	3.1	3.5	3.9
0700	4.4	3.5	3.4	2.6	3.5	4.5	4.0
0800	4.8	5.4	4.6	4.2	4.8	6.2	5.0
0900	5.6	6.3	6.3	6.1	6.5	7.3	6.0
1000	6.6	7.1	7.4	7.1	7.6	7.5	6.7
1100	8.1	7.7	8.3	7.1	7.7	7.9	6.9
1200	8.8	8.6	8.5	8.0	8.7	8.9	8.0
1300	9.3	9.3	9.0	8.4	8.5	9.0	8.7
1400	8.4	7.7	8.3	8.4	8.1	7.7	7.9
1500	8.3	8.8	8.7	9.0	8.5	8.3	8.1
1600	7.5	7.5	7.3	7.5	7.0	8.8	8.1
1700	8.1	8.6	9.4	9.8	7.6	7.0	7.3

1800	8.3	8.7	9.9	9.5	8.5	8.8	7.9
1900	8.0	8.5	9.1	9.2	8.7	8.4	7.5
2000	8.3	8.4	8.8	8.9	7.7	8.3	7.8
2100	7.7	7.6	8.4	8.8	7.6	8.0	7.7
2200	7.4	7.3	7.7	8.6	7.6	8.6	8.0
2300	8.0	8.0	8.2	9.6	8.2	9.9	9.6
							1160.8

Table Western D: Staffing Weekly Hours

	Sun	Mon	Tue	Wed	Thu	Fri	Sat
0000	27	22	28	29	22	32	35
0100	27	22	28	29	22	32	35
0200	27	10	11	12	12	18	35
0300	12	10	11	12	12	18	18
0400	12	10	11	12	12	18	18
0500	12	10	11	12	12	18	18
0600	12	10	11	12	12	18	18
0700	23	24	27	28	29	33	33
0800	11	14	16	16	17	15	15
0900	11	14	16	16	17	15	15
1000	11	14	16	16	17	15	15
1100	11	14	16	16	17	15	15
1200	11	14	16	15	17	15	15
1300	11	14	16	15	17	15	15
1400	11	14	16	15	17	15	15
1500	11	14	16	15	17	15	15
1600	26	31	33	25	32	15	15
1700	15	17	17	10	15	17	15
1800	15	17	17	10	15	17	15
1900	15	17	17	10	15	17	15
2000	15	17	17	10	15	17	15
2100	12	17	17	10	14	17	15
2200	22	28	29	22	32	35	27
2300	22	28	29	22	32	35	27
							3005.0

Table Western E: Average Patrol Time Consumed by Calls for Service

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat
0000	26.4%	37.5%	29.5%	29.2%	40.2%	26.7%	26.1%
0100	34.0%	30.4%	19.8%	20.7%	32.1%	21.7%	24.3%
0200	27.0%	43.5%	39.8%	32.1%	39.7%	26.9%	21.1%
0300	50.1%	36.3%	38.3%	28.2%	36.5%	26.0%	32.0%
0400	40.1%	34.5%	31.5%	26.1%	26.0%	24.9%	28.9%
0500	35.3%	31.8%	26.1%	21.5%	21.5%	20.0%	22.8%
0600	34.4%	33.7%	26.2%	18.5%	25.6%	19.6%	21.4%

0700	18.9%	14.7%	12.7%	9.3%	12.1%	13.5%	12.0%
0800	43.6%	38.5%	28.5%	26.4%	28.1%	41.4%	33.0%
0900	51.2%	44.8%	39.5%	38.2%	38.3%	48.7%	39.9%
1000	60.0%	50.8%	46.1%	44.2%	44.5%	49.9%	44.7%
1100	73.8%	55.1%	51.8%	44.2%	45.3%	52.9%	46.2%
1200	80.2%	61.1%	53.3%	53.4%	51.0%	59.0%	53.1%
1300	84.2%	66.5%	56.1%	56.0%	50.1%	59.8%	57.7%
1400	76.2%	55.1%	51.9%	56.2%	47.6%	51.2%	52.9%
1500	75.8%	62.7%	54.3%	60.0%	49.9%	55.4%	54.0%
1600	28.8%	24.0%	22.0%	30.1%	21.9%	58.9%	54.2%
1700	53.8%	50.7%	55.4%	98.0%	50.9%	41.4%	48.4%
1800	55.0%	50.9%	58.4%	95.0%	56.7%	51.9%	52.6%
1900	53.4%	49.8%	53.5%	92.2%	58.0%	49.2%	49.8%
2000	55.3%	49.5%	51.8%	89.2%	51.1%	48.8%	51.7%
2100	63.8%	44.9%	49.6%	87.5%	54.4%	47.0%	51.3%
2200	33.8%	26.2%	26.4%	39.2%	23.8%	24.6%	29.6%
2300	36.3%	28.6%	28.4%	43.6%	25.7%	28.3%	35.4%
							42.4%

Table Western F: Average Patrol Time Consumed by Self-Initiated Activities

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat
0000	5.6%	8.6%	7.3%	8.4%	8.3%	7.7%	6.3%
0100	5.5%	7.9%	6.7%	6.5%	6.6%	6.9%	6.6%
0200	3.9%	13.8%	13.0%	9.7%	7.8%	7.3%	5.9%
0300	8.3%	10.5%	10.3%	8.1%	6.5%	6.0%	7.3%
0400	6.0%	8.8%	9.1%	5.0%	5.8%	4.9%	6.0%
0500	4.6%	5.7%	8.0%	3.8%	3.9%	3.2%	6.1%
0600	2.8%	3.7%	7.6%	2.9%	2.2%	2.2%	5.5%
0700	1.4%	1.5%	2.1%	1.4%	1.7%	1.2%	2.3%
0800	3.8%	4.9%	3.0%	2.6%	3.9%	2.8%	4.0%
0900	4.5%	7.3%	4.6%	3.9%	5.2%	3.7%	6.6%
1000	6.4%	8.5%	6.3%	6.1%	7.0%	4.4%	7.1%
1100	6.2%	11.0%	7.9%	7.9%	7.0%	4.6%	8.2%
1200	7.4%	10.7%	10.2%	8.0%	6.7%	5.9%	7.7%
1300	7.6%	10.7%	10.0%	9.2%	8.8%	9.0%	7.3%
1400	7.1%	11.4%	8.6%	7.0%	9.8%	9.8%	9.6%
1500	6.8%	11.1%	10.3%	7.1%	10.0%	9.2%	10.0%
1600	2.5%	3.4%	3.8%	3.3%	3.9%	9.2%	9.1%
1700	5.0%	5.9%	8.1%	10.0%	6.2%	7.1%	7.0%
1800	7.6%	8.5%	8.0%	11.8%	7.2%	8.4%	7.0%
1900	6.4%	7.1%	7.1%	13.5%	7.2%	9.9%	8.2%
2000	7.3%	6.8%	6.9%	14.0%	9.6%	8.8%	9.3%
2100	10.6%	7.5%	8.0%	11.7%	10.5%	8.2%	8.9%
2200	5.7%	5.1%	6.3%	5.5%	5.4%	4.2%	4.6%
2300	7.0%	6.2%	8.2%	6.9%	6.7%	5.0%	6.2%
							6.9%

13.6.8 Southwestern District**Table Southwestern A: Most Frequent Calls for Service**

District Dispatched Calls for Service:³²⁶ 109,000

Number of Dispatched Calls in the Most Frequent Calls for Service List: 86,888

Percentage of Dispatched Calls that are in the Most Frequent Calls for Service List: 80 percent

Dispatched Call Type	Number
55 - DISORDERLY PERSON	12014
89 - 911/NO VOICE CALL	11765
4E - COMMON ASSAULT	9853
79 - OTHER	8624
87O - NARCOTICS - OUTSIDE	5519
49 - FAMILY DISTURBANCE	4966
5G - BURGLARY	4907
65 - SILENT ALARM	4312
30 - ACCIDENT-AUTO	3814
54 - ARMED PERSON	3242
6J - LARCENY- OTHER	2388
99 - ACCIDENT-HIT & RUN	2198
4D - AGG ASSAULT - HANDS	2027
57 - SUSPICIOUS PERSON	1961
75 - DESTRUCT. OF PROPERTY	1911
83 - DISCHARGING FIREARM	1740
7C - STOLEN VEH./OTHER	1677
31 - ACCIDENT-PERSON INJ.	1443
69 - INVESTIGATE AUTO	1304
4A - AGG ASSAULT - GUN	1223

Table Southwestern B: Most Frequent Self-Initiated Activities

District Records Labeled Self-Initiated:³²⁷ 5,672

Number of Activities in the Most Frequent Self-Initiated Activities List: 5,191

Percentage of Dispatched Calls that are in the Most Frequent Calls for Service List: 92 percent

³²⁶ This is the total number of calls for service in the district following data cleaning, meaning that incomplete records were removed.

³²⁷ This is the total number of records labeled self-initiated in the district following data cleaning, meaning that incomplete records were removed.

Dispatched Call Type	Number
20D - DETAIL	2436
25 - CAR STOP	956
FI - FIELD INTERVIEW	428
61 - PERSON WANTED ON WAR	210
20F - WARRANT	190
79 - OTHER	175
30 - ACCIDENT-AUTO	147
20Z - OTHER	103
81 - RECOVERED PROPERTY	85
31 - ACCIDENT-PERSON INJ.	76
20A - FOLLOWUP	51
4E - COMMON ASSAULT	45
24 - TOWED VEHICLE	44
75 - DESTRUCT. OF PROPERTY	39
87 - NARCOTICS - INSIDE	38
6J - LARCENY- OTHER	36
20J - TRANSPORT	34
99 - ACCIDENT-HIT & RUN	34
80 - LOST PROPERTY	33
20B - FOOT PATROL	31

Table Southwestern C: Calls for Service Time in Hours

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat
0000	9.1	12.4	11.5	12.4	11.6	11.6	13.5
0100	12.8	10.5	9.5	10.2	9.3	10.2	12.0
0200	11.2	8.0	7.2	7.8	6.8	8.0	10.0
0300	8.6	6.8	6.2	7.4	6.0	6.7	8.0
0400	7.3	6.1	5.9	6.7	5.3	5.9	7.3
0500	6.3	5.2	4.9	5.5	5.1	5.1	6.8
0600	5.9	5.1	5.0	6.0	5.5	5.3	6.7
0700	5.4	5.0	5.7	6.0	5.4	5.8	6.0
0800	5.5	5.7	8.0	7.3	6.3	6.8	5.5
0900	6.0	7.3	9.2	7.9	7.5	7.3	6.8
1000	7.1	8.2	9.5	8.4	8.1	7.8	8.7
1100	8.6	8.6	10.1	9.6	8.9	8.9	9.5
1200	8.9	9.8	11.1	10.1	9.0	9.8	10.0
1300	9.7	10.8	11.1	10.9	9.5	10.1	10.7
1400	9.9	11.3	11.3	11.1	10.7	10.4	10.4
1500	9.9	10.9	11.1	11.9	12.0	10.7	10.1
1600	8.4	9.7	9.1	10.5	10.2	11.2	10.2
1700	10.6	12.6	12.4	12.7	11.6	9.3	8.4

1800	11.4	12.8	13.1	13.4	12.1	10.7	10.1
1900	11.6	12.5	13.2	12.0	11.8	11.2	9.9
2000	11.5	12.4	12.8	12.9	11.6	11.2	10.3
2100	11.5	12.4	13.0	13.4	11.9	10.6	10.6
2200	11.9	12.9	12.8	12.3	11.9	12.2	10.5
2300	13.2	13.5	13.7	13.0	12.3	13.6	11.7
							1592.867

Table Southwestern D: Staffing Weekly Hours

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat
0000	27	27	24	20	19	30	32
0100	27	27	24	20	19	30	32
0200	27	11	9	10	9	11	32
0300	9	11	9	10	9	11	10
0400	9	11	9	10	9	11	10
0500	9	11	9	10	9	11	10
0600	9	11	9	10	9	11	10
0700	27	27	24	26	27	27	24
0800	18	18	15	16	18	16	14
0900	18	18	15	16	18	16	14
1000	18	18	15	16	18	16	14
1100	18	18	15	16	18	16	14
1200	18	18	15	16	18	16	13
1300	18	18	15	16	18	16	13
1400	18	18	15	16	18	16	13
1500	18	18	15	16	18	16	13
1600	34	33	30	31	37	16	13
1700	16	15	15	15	19	22	18
1800	16	15	15	15	19	22	18
1900	16	15	15	15	19	22	18
2000	16	15	15	15	19	22	18
2100	16	15	10	10	19	22	18
2200	27	24	20	19	30	32	27
2300	27	24	20	19	30	32	27
							2983

Table Southwestern E: Average Patrol Time Consumed by Calls for Service

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat
0000	33.8%	45.9%	47.9%	61.8%	61.0%	38.6%	42.1%
0100	47.5%	38.9%	39.7%	50.8%	48.9%	33.9%	37.6%
0200	41.6%	73.0%	79.6%	78.3%	75.4%	72.4%	31.3%
0300	95.6%	61.8%	68.5%	74.0%	66.5%	60.8%	80.0%
0400	80.7%	55.3%	65.4%	66.8%	58.9%	53.5%	73.3%
0500	69.8%	47.1%	54.3%	55.0%	56.5%	46.4%	67.5%
0600	65.9%	46.2%	55.6%	59.5%	60.7%	47.7%	66.7%

0700	20.0%	18.3%	23.8%	22.9%	19.9%	21.3%	24.8%
0800	30.7%	31.7%	53.3%	45.6%	35.2%	42.4%	39.0%
0900	33.3%	40.6%	61.6%	49.4%	41.7%	45.5%	48.5%
1000	39.4%	45.7%	63.4%	52.5%	45.1%	48.9%	61.8%
1100	47.9%	48.0%	67.0%	59.7%	49.3%	55.4%	68.0%
1200	49.2%	54.2%	73.8%	63.1%	49.8%	60.9%	76.9%
1300	53.7%	60.2%	74.0%	68.3%	52.9%	63.3%	82.3%
1400	54.9%	62.5%	75.0%	69.5%	59.6%	64.9%	80.1%
1500	55.0%	60.7%	73.9%	74.4%	66.8%	66.8%	77.3%
1600	24.7%	29.4%	30.4%	33.8%	27.7%	70.2%	78.3%
1700	66.5%	84.1%	82.6%	84.6%	61.2%	42.3%	46.6%
1800	71.5%	85.6%	87.2%	89.2%	63.4%	48.4%	56.1%
1900	72.4%	83.6%	87.8%	80.2%	62.3%	50.8%	55.2%
2000	71.7%	82.7%	85.1%	86.1%	61.1%	50.8%	56.9%
2100	71.9%	82.4%	129.7%	133.5%	62.7%	48.2%	59.1%
2200	44.2%	53.6%	64.2%	64.6%	39.8%	38.0%	39.0%
2300	48.9%	56.2%	68.3%	68.2%	40.9%	42.5%	43.1%
							57.8%

Table Southwestern F: Average Patrol Time Consumed by Self-Initiated Activities

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat
0000	5.4%	5.0%	5.9%	8.3%	7.2%	6.8%	5.5%
0100	6.7%	4.1%	4.2%	7.8%	6.8%	6.0%	5.8%
0200	5.4%	7.1%	6.7%	12.2%	10.4%	9.5%	5.7%
0300	9.3%	6.2%	5.9%	10.3%	7.4%	8.2%	10.5%
0400	8.7%	4.4%	4.6%	9.2%	5.2%	7.4%	7.7%
0500	5.7%	3.3%	4.8%	7.3%	4.3%	7.3%	5.8%
0600	7.0%	2.7%	3.5%	6.7%	4.4%	7.0%	3.8%
0700	1.9%	0.7%	0.9%	2.8%	1.4%	1.6%	1.4%
0800	3.3%	1.8%	2.3%	4.4%	2.4%	2.3%	3.3%
0900	6.0%	2.5%	3.2%	6.0%	4.4%	4.9%	6.1%
1000	5.9%	4.0%	4.7%	8.6%	6.3%	5.5%	8.3%
1100	7.2%	6.4%	6.9%	9.5%	8.6%	5.8%	9.0%
1200	6.8%	6.8%	9.1%	12.2%	9.2%	8.0%	10.5%
1300	5.8%	8.0%	10.4%	14.0%	10.3%	8.1%	9.9%
1400	4.8%	8.1%	13.6%	11.7%	12.0%	8.9%	9.4%
1500	4.7%	7.0%	13.6%	12.1%	10.5%	9.8%	8.7%
1600	1.9%	3.5%	4.9%	5.9%	3.6%	9.7%	7.3%
1700	4.5%	7.3%	7.8%	9.7%	6.6%	5.5%	3.5%
1800	5.5%	9.3%	9.1%	10.0%	8.3%	5.1%	5.6%
1900	5.6%	11.1%	8.8%	9.4%	8.3%	5.9%	6.9%
2000	6.9%	11.8%	8.1%	10.8%	8.2%	6.1%	7.6%
2100	6.4%	12.8%	11.8%	16.0%	8.7%	6.1%	7.2%
2200	3.0%	7.6%	6.0%	6.8%	4.9%	4.3%	4.9%
2300	4.4%	7.4%	7.8%	7.6%	6.9%	4.3%	5.0%
							6.8%

13.6.9 Southern District**Table Southern A: Most Frequent Calls for Service**

District Dispatched Calls for Service:³²⁸ 112,934

Number of Dispatched Calls in the Most Frequent Calls for Service List: 89,111

Percentage of Dispatched Calls that are in the Most Frequent Calls for Service List: 79 percent

Dispatched Call Type	Number
55 - DISORDERLY PERSON	13612
4E - COMMON ASSAULT	10565
89 - 911/NO VOICE CALL	9669
79 - OTHER	8505
87O - NARCOTICS - OUTSIDE	6305
5G - BURGLARY	5652
49 - FAMILY DISTURBANCE	4647
65 - SILENT ALARM	4602
30 - ACCIDENT-AUTO	3767
54 - ARMED PERSON	2833
6J - LARCENY- OTHER	2723
57 - SUSPICIOUS PERSON	2553
75 - DESTRUCT. OF PROPERTY	2353
4D - AGG ASSAULT - HANDS	2238
99 - ACCIDENT-HIT & RUN	1937
7C - STOLEN VEH./OTHER	1653
83 - DISCHARGING FIREARM	1584
6D - LARCENY- FROM AUTO	1395
85 - BEHAVIORAL CRISIS	1286
31 - ACCIDENT-PERSON INJ.	1232

Table Southern B: Most Frequent Self-Initiated Activities

District Records Labeled Self-Initiated:³²⁹ 6,014

Number of Activities in the Most Frequent Self-Initiated Activities List: 5,351

Percentage of Dispatched Calls that are in the Most Frequent Calls for Service List: 89 percent

³²⁸ This is the total number of calls for service in the district following data cleaning, meaning that incomplete records were removed.

³²⁹ This is the total number of records labeled self-initiated in the district following data cleaning, meaning that incomplete records were removed.

Dispatched Call Type	Number
20D - DETAIL	2443
25 - CAR STOP	757
FI - FIELD INTERVIEW	510
61 - PERSON WANTED ON WAR	306
20Z - OTHER	186
79 - OTHER	177
30 - ACCIDENT-AUTO	124
4E - COMMON ASSAULT	114
20F - WARRANT	92
81 - RECOVERED PROPERTY	92
55 - DISORDERLY PERSON	75
6J - LARCENY- OTHER	73
83 - DISCHARGING FIREARM	66
31 - ACCIDENT-PERSON INJ.	62
60 - SICK PERSON	53
20J - TRANSPORT	50
75 - DESTRUCT. OF PROPERTY	49
4A - AGG ASSAULT - GUN	46
99 - ACCIDENT-HIT & RUN	40
7C - STOLEN VEH./OTHER	36

Table Southern C: Calls for Service Time in Hours

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat
0000	10.0	10.1	9.9	11.6	11.6	11.6	13.3
0100	14.0	9.1	8.6	9.9	10.1	10.3	12.2
0200	12.2	6.8	5.9	7.4	7.5	8.5	11.6
0300	11.8	5.7	5.2	6.3	7.2	7.4	9.8
0400	9.0	5.3	5.3	5.7	6.2	6.4	8.8
0500	7.9	5.1	4.9	5.2	5.5	5.8	7.4
0600	6.8	5.6	5.6	6.1	5.8	6.0	7.2
0700	5.9	5.8	5.3	6.1	6.4	6.6	6.5
0800	5.9	6.6	6.7	6.9	7.4	8.2	7.1
0900	6.5	7.6	7.2	7.9	8.3	9.0	7.5
1000	7.2	7.6	7.9	9.1	8.3	9.3	8.5
1100	8.0	8.0	8.5	9.7	8.8	9.6	9.4
1200	8.6	8.7	9.0	9.6	8.9	10.1	9.9
1300	9.0	8.9	9.8	10.0	9.9	11.1	10.6
1400	8.9	8.7	9.0	9.9	9.3	10.5	10.3
1500	10.0	9.7	9.3	9.6	10.3	10.6	10.2
1600	9.0	8.3	7.9	8.5	9.2	11.5	10.2
1700	10.4	11.2	10.6	10.7	10.8	9.6	7.8

1800	9.9	10.8	10.4	10.6	11.0	11.6	9.4
1900	9.4	10.3	10.8	10.3	10.2	10.9	9.0
2000	9.6	9.6	11.0	10.2	10.5	10.0	9.3
2100	9.8	9.8	10.0	9.7	10.5	9.8	10.1
2200	8.7	10.1	10.2	10.5	11.5	11.0	10.2
2300	10.5	10.6	12.4	12.2	12.5	13.7	12.2
							1507.4

Table Southern D: Staffing Weekly Hours

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat
0000	21	18	31	26	21	27	26
0100	21	18	31	26	21	27	26
0200	21	9	13	13	13	13	26
0300	13	9	13	13	13	13	13
0400	13	9	13	13	13	13	13
0500	13	9	13	13	13	13	13
0600	13	9	13	13	13	13	13
0700	26	22	27	29	29	29	28
0800	13	13	14	16	16	16	15
0900	13	13	14	16	16	16	15
1000	13	13	14	16	16	16	15
1100	13	13	14	16	16	16	15
1200	13	10	14	13	16	15	13
1300	13	10	14	13	16	15	13
1400	13	10	14	13	16	15	13
1500	13	10	14	13	16	15	13
1600	26	28	27	27	30	15	13
1700	13	18	13	14	14	13	11
1800	13	18	13	14	14	13	11
1900	13	18	13	14	14	13	11
2000	13	18	13	14	14	13	11
2100	7	18	13	8	14	13	11
2200	18	31	26	21	27	26	21
2300	18	31	26	21	27	26	21
							2748

Table Southern E: Average Patrol Time Consumed by Calls for Service

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat
0000	47.8%	56.1%	31.9%	44.5%	55.4%	43.1%	51.0%
0100	66.7%	50.7%	27.7%	38.2%	48.2%	38.0%	47.1%
0200	58.1%	75.4%	45.0%	57.1%	57.4%	65.4%	44.6%
0300	90.8%	63.5%	39.7%	48.6%	55.1%	56.9%	75.4%
0400	68.8%	59.1%	40.5%	43.5%	47.9%	48.8%	67.4%
0500	60.9%	56.9%	37.7%	40.0%	42.6%	44.6%	57.1%
0600	52.6%	62.4%	42.8%	46.5%	44.5%	45.8%	55.1%

0700	22.6%	26.2%	19.8%	20.9%	22.2%	22.8%	23.0%
0800	45.0%	50.9%	47.7%	43.2%	46.3%	51.3%	47.1%
0900	49.7%	58.2%	51.1%	49.4%	51.8%	56.3%	49.9%
1000	55.5%	58.2%	56.2%	56.7%	51.7%	58.2%	56.4%
1100	61.4%	61.5%	61.0%	60.8%	54.8%	60.1%	62.9%
1200	66.2%	86.5%	64.3%	73.5%	55.7%	67.4%	75.9%
1300	69.5%	88.8%	69.9%	76.9%	62.0%	73.9%	81.2%
1400	68.2%	86.8%	64.0%	76.0%	57.8%	70.2%	79.0%
1500	77.1%	96.7%	66.4%	73.8%	64.2%	70.9%	78.6%
1600	34.5%	29.5%	29.2%	31.3%	30.7%	76.6%	78.1%
1700	79.6%	61.9%	81.3%	76.2%	77.4%	73.7%	70.5%
1800	76.0%	59.7%	79.6%	76.0%	78.6%	89.1%	85.6%
1900	72.6%	57.3%	82.8%	73.2%	73.1%	83.6%	81.8%
2000	73.6%	53.1%	84.5%	72.9%	74.6%	77.2%	84.2%
2100	140.2%	54.4%	76.9%	121.5%	74.6%	75.1%	91.4%
2200	48.2%	32.5%	39.2%	50.0%	42.5%	42.1%	48.7%
2300	58.2%	34.1%	47.6%	58.1%	46.2%	52.8%	57.9%
							59.3%

Table Southern F: Average Patrol Time Consumed by Self-Initiated Activities

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat
0000	8.3%	10.3%	6.1%	9.0%	7.9%	10.1%	10.3%
0100	10.0%	9.2%	4.5%	9.7%	8.2%	9.4%	12.6%
0200	11.1%	12.0%	9.0%	14.6%	11.0%	13.1%	12.8%
0300	15.6%	9.8%	8.5%	12.7%	10.8%	14.5%	17.1%
0400	12.6%	8.9%	6.8%	8.3%	11.2%	14.0%	13.2%
0500	9.2%	8.7%	5.9%	5.6%	9.9%	10.5%	10.5%
0600	6.4%	7.4%	4.6%	4.9%	7.9%	8.7%	9.0%
0700	2.2%	2.0%	1.9%	2.4%	2.4%	3.2%	2.8%
0800	3.2%	3.1%	3.0%	4.2%	2.2%	4.4%	2.9%
0900	3.1%	4.1%	3.3%	5.0%	4.1%	4.5%	4.6%
1000	4.0%	4.2%	5.1%	6.8%	6.1%	4.8%	5.9%
1100	6.7%	5.4%	6.7%	8.5%	6.0%	6.1%	7.0%
1200	8.3%	8.3%	8.3%	9.5%	6.6%	7.8%	8.6%
1300	9.6%	10.0%	9.2%	10.5%	7.7%	8.9%	8.6%
1400	9.9%	8.5%	9.4%	10.0%	7.8%	7.1%	7.7%
1500	9.6%	8.8%	9.8%	10.0%	7.6%	8.2%	6.5%
1600	4.0%	2.7%	3.8%	4.0%	3.2%	8.8%	7.4%
1700	7.9%	4.1%	4.5%	6.3%	6.9%	7.9%	7.1%
1800	7.7%	6.1%	5.3%	6.8%	8.1%	6.3%	5.8%
1900	10.4%	6.0%	7.9%	7.9%	7.3%	7.4%	6.5%
2000	10.9%	6.8%	9.1%	6.5%	6.8%	9.6%	7.4%
2100	18.8%	6.8%	11.7%	12.1%	6.4%	8.3%	9.2%
2200	8.0%	4.5%	7.1%	5.6%	5.8%	5.8%	7.7%
2300	9.9%	6.1%	7.9%	6.3%	8.1%	7.5%	9.1%
							7.6%

13.7 Workload Analysis Source Data Tables

13.7.1 Patrol Analysis

Table 31: Priority 911 Calls for Service Percentages by District

District	Priority 1	Priority 2	Priority 3	Priority 4	Other Priority	Total Calls
Central	13.6%	58.3%	24.0%	3.2%	0.9%	123,061
Southeastern	17.5%	52.6%	23.2%	5.9%	0.8%	119,090
Eastern	16.6%	58.0%	20.7%	3.6%	1.0%	109,461
Northeastern	15.6%	56.2%	22.3%	5.0%	0.9%	164,940
Northern	17.1%	52.7%	24.5%	4.7%	1.0%	124,340
Northwestern	15.6%	58.5%	20.7%	4.3%	0.9%	114,996
Western	15.4%	62.0%	18.5%	3.3%	0.8%	104,634
Southwestern	15.6%	58.4%	20.6%	4.6%	0.9%	116,160
Southern	16.6%	57.1%	20.8%	4.5%	1.1%	123,704
Citywide	15.9%	56.9%	21.8%	4.4%	0.9%	1,100,386

Note: The citywide total does not include records that either had a blank field or some designation other than one of the districts; thus, it does not match the total number of 911 calls for service as displayed in Table 10.

Source: BPD Computer Aided Dispatch data, July 1, 2016-June 30, 2017.

Table 31 displays the 911 Call for Service percentages by priority and district. Citywide ratios correspond to Figure 7 in Chapter 4.2. As noted, the data shows call priority ratios by district as very similar to the citywide ratios.

Table 32: Summary Averages of the Staffing Analysis

	Staff Hours per Week	CFS Hours Per Week	Average CFS Percentage Time Consumed	SI Hours per Week	Average SI Percentage time Consumed	Detail Hours per Week	Average Detail Percentage Time Consumed	Average Total Percentage Time Consumed
Average of the nine districts	2,889	1,484.8	55.6%	194.6	7.2%	82.8	2.9%	65.6%

Table 32 displays a summary of averages of the data displayed in Table 13: Summary of BPD District Staffing Analysis. Displaying the averages, it should not be taken as a citywide calculation. Additionally, as noted in Chapter 4.3, the averages in Table 13 are average estimates; available time for self-initiated activities and community oriented policing activities fluctuate significantly over the course of a shift, therefore averages do not necessarily accurately capture the amount of time spent.

Table 33: Patrol Leave Breakdown by District

District	Sector Patrol Only					All Sworn Officers Assigned to Patrol				
	n	Total Leave Taken	Average Leave Hours per Officer in 2017	Percentage of Leave Taken in the Year	Average Rate Available for Patrol Duties of Sector	n	Total Leave Taken	Average Leave Hours per Officer in 2017	Percentage of Leave Taken in the Year	Average Rate Available for Patrol Duties of Sector
Central	58	28724.9	495.256897	23.8%	76.2%	105	49684.15	473.182381	22.7%	77.3%
Vacation		7704.16667	132.83046	6.4%			14670.75	139.721429	6.7%	
Medical/Sick		6756.15	116.485345	5.6%			8170.73333	77.8165079	3.7%	
Holiday		7202.08333	124.173851	6.0%			11943.75	113.75	5.5%	
Training		5339.58333	92.0617816	4.4%			10118.75	96.3690476	4.6%	
Other		1722.91667	29.7054598	1.4%			4780.16667	45.5253968	2.2%	
Eastern*	63	25479.1667	404.431217	19.4%	80.6%	82	32774.8333	399.693089	19.2%	80.8%
Vacation		9102.08333	144.477513	6.9%			11664.4167	142.248984	6.8%	
Medical/Sick		5079.16667	80.6216931	3.9%			5875	71.6463415	3.4%	
Holiday		7020.83333	111.441799	5.4%			8845.83333	107.876016	5.2%	
Training*		893.75	14.1865079	0.7%			1841.66667	22.4593496	1.1%	
Other		3383.33333	53.7037037	2.6%			4547.91667	55.4623984	2.7%	
Northeastern	82	41584.15	507.12378	24.4%	75.6%	103	50320.4	488.547573	23.5%	76.5%
Vacation		11185.15	136.404268	6.6%			13545.5667	131.510356	6.3%	
Medical/Sick		9534.16667	116.270325	5.6%			12073.75	117.220874	5.6%	
Holiday		8943.75	109.070122	5.2%			10737.5	104.247573	5.0%	
Training		8216.66667	100.203252	4.8%			9868.75	95.8131068	4.6%	
Other		3704.41667	45.175813	2.2%			4094.83333	39.7556634	1.9%	
Northern	62	36215.5667	584.122043	28.1%	71.9%	92	53126.4833	577.461775	27.8%	72.2%
Vacation		10981.25	177.116935	8.5%			15920.8333	173.052536	8.3%	
Medical/Sick		5114.58333	82.4932796	4.0%			10977.0833	119.316123	5.7%	
Holiday		7845.83333	126.545699	6.1%			10693.75	116.236413	5.6%	
Training		7543.75	121.673387	5.8%			10210.4167	110.98279	5.3%	
Other		4730.15	76.2927419	3.7%			5324.4	57.873913	2.8%	
Northwestern*	71	31877.0833	448.973005	21.6%	78.4%	95	41622.25	438.128947	21.1%	78.9%
Vacation		10595.8333	149.237089	7.2%			13001.0833	136.853509	6.6%	
Medical/Sick		10375	146.126761	7.0%			14445.8333	152.061404	7.3%	
Holiday		8700	122.535211	5.9%			10852.0833	114.232456	5.5%	
Training*			0	0.0%				0	0.0%	
Other		2206.25	31.0739437	1.5%			3323.25	34.9815789	1.7%	
Southeastern	55	33362.5	606.590909	29.2%	70.8%	84	51592.25	614.193452	29.5%	70.5%
Vacation		9562.5	173.863636	8.4%			13783.3333	164.087302	7.9%	
Medical/Sick		8388.33333	152.515152	7.3%			15396.6667	183.293651	8.8%	
Holiday		8447.91667	153.598485	7.4%			11672.9167	138.963294	6.7%	
Training		5270.83333	95.8333333	4.6%			7745.83333	92.2123016	4.4%	
Other		1692.91667	30.780303	1.5%			2993.5	35.6369048	1.7%	
Southern	58	30293.75	522.306034	25.1%	74.9%	73	41377.6667	566.817352	27.3%	72.7%
Vacation		7772.91667	134.015805	6.4%			9778.83333	133.956621	6.4%	
Medical/Sick		5250	90.5172414	4.4%			10750	147.260274	7.1%	
Holiday		6700	115.517241	5.6%			8060.41667	110.416667	5.3%	
Training		6445.83333	111.135057	5.3%			7481.25	102.482877	4.9%	
Other		4125	71.1206897	3.4%			5307.16667	72.7009132	3.5%	
Southwestern	52	28490.6167	547.896474	26.3%	73.7%	74	39269.7833	530.672748	25.5%	74.5%
Vacation		6664.58333	128.165064	6.2%			9006.25	121.706081	5.9%	
Medical/Sick		6664.58333	128.165064	6.2%			8772.91667	118.552928	5.7%	
Holiday		7008.33333	134.775641	6.5%			9441.66667	127.59009	6.1%	
Training		5389.58333	103.645833	5.0%			7339.58333	99.1835586	4.8%	
Other		2763.53333	53.1448718	2.6%			4709.36667	63.6400901	3.1%	

Western	64	29703.1167	464.111198	22.3%	77.7%	75	33544.95	447.266	21.5%	78.5%
Vacation		8328.11667	130.126823	6.3%			9669.78333	128.930444	6.2%	
Medical/Sick		4750	74.21875	3.6%			5000	66.6666667	3.2%	
Holiday		7250	113.28125	5.4%			8141.66667	108.555556	5.2%	
Training		7468.75	116.699219	5.6%			8352.08333	111.361111	5.4%	
Other		1906.25	29.7851563	1.4%			2381.41667	31.7522222	1.5%	
Total*	565	285730.85	505.718319	24.3%	75.7%	783	393312.767	502.315155	24.1%	75.9%
Vacation		81896.6	144.949735	7.0%			111040.85	141.814623	6.8%	
Medical/Sick		61911.9833	109.578732	5.3%			91461.9833	116.809685	5.6%	
Holiday		69118.75	122.334071	5.9%			90389.5833	115.440081	5.6%	
Training*		46568.75	82.4225664	4.0%			62958.3333	80.406556	3.9%	
Other		26234.7667	46.4332153	2.2%			37462.0167	47.8442103	2.3%	

*Note: Eastern and Northwestern District display low percentages of officers attending in-service training in 2017. These figures, and the total, were supplemented with a base average of 80 hours of training per officer in the recommended patrol staffing requirements calculations displayed in Table 14 of the Patrol Analysis chapter. Only officers assigned to the district for the full year, counted as officers who were assigned to the district in January and December of 2017, were included in this analysis.

Sources: BPD payroll leave data, January 1, 2017-December 31, 2017, and lists of officers and their rank who were assigned to each district in January 2017 and December 2017.

Table 33 displays the breakdown of leave types taken by officers assigned to each district's sector patrol and to each district's patrol generally. The data shows similar leave percentages and resulting average rate available for patrol duties for officers only assigned to sector patrol and officers assigned to the patrol district in general. This leave breakdown can provide each district and the department with an informed sense of the types and amount of leave that officers are taking. For example, the data shows officers in certain districts did not record attending in-service training in 2017.³³⁰

13.7.2 Investigations Analysis

Table 34: Investigations Leave Breakdown by Unit

Unit	Investigations Detectives Full Year Only				
	n	Total Leave Taken	Average Leave Hours per Detective in 2017	Percentage of Leave Taken in the Year	Average Rate Available for Investigative Duties of Detectives
Homicide	47	18556.1667	394.812057	19.0%	81.0%
Vacation		8737.66667	185.907801	8.9%	
Sick		100	2.12765957	0.1%	
Holiday		4616.66667	98.2269504	4.7%	
Training		4158.33333	88.4751773	4.3%	
Other		943.5	20.0744681	1.0%	
Citywide Shootings	12	4475	372.916667	17.9%	82.1%
Vacation		1900	158.333333	7.6%	
Sick		75	6.25	0.3%	
Holiday		1075	89.5833333	4.3%	
Training		916.666667	76.388889	3.7%	

³³⁰ Average training hours are even higher than 80 hours per officer for many of the other districts as the leave code categorizing training reflects training and conferences. Thus, the hours logged may reflect training in addition to the required in-service training and conferences.

<i>Other</i>		508.333333	42.361111	2.0%	
Arson	1	800	800	38.5%	61.5%
<i>Vacation</i>		166.666667	166.666667	8.0%	
<i>Sick</i>		541.666667	541.666667	26.0%	
<i>Holiday</i>		41.666667	41.666667	2.0%	
<i>Training</i>		50	50	2.4%	
<i>Other</i>			0	0.0%	
Economic Crimes	3	1200	400	19.2%	80.8%
<i>Vacation</i>		616.666667	205.555556	9.9%	
<i>Sick</i>			0	0.0%	
<i>Holiday</i>		258.333333	86.111111	4.1%	
<i>Training</i>		208.333333	69.444444	3.3%	
<i>Other</i>		116.666667	38.888889	1.9%	
Family Crimes (Domestic Violence/Elder Abuse)	5	2941.66667	588.333333	28.3%	71.7%
<i>Vacation</i>		950	190	9.1%	
<i>Sick</i>		133.333333	26.666667	1.3%	
<i>Holiday</i>		541.666667	108.333333	5.2%	
<i>Training</i>		816.666667	163.333333	7.9%	
<i>Other</i>		500	100	4.8%	
Missing Persons	4	1749.75	437.4375	21.0%	79.0%
<i>Vacation</i>		649.916667	162.479167	7.8%	
<i>Sick</i>			0	0.0%	
<i>Holiday</i>		416.666667	104.166667	5.0%	
<i>Training</i>		516.666667	129.166667	6.2%	
<i>Other</i>		166.5	41.625	2.0%	
Sex Offense	11	4600	418.181818	20.1%	79.9%
<i>Vacation</i>		2133.33333	193.939394	9.3%	
<i>Sick</i>		8.33333333	0.75757576	0.0%	
<i>Holiday</i>		1016.66667	92.4242424	4.4%	
<i>Training</i>		1075	97.7272727	4.7%	
<i>Other</i>		366.666667	33.3333333	1.6%	
Child Abuse	15	7332.83333	488.855556	23.5%	76.5%
<i>Vacation</i>		3132.33333	208.822222	10.0%	
<i>Sick</i>		91.6666667	6.11111111	0.3%	
<i>Holiday</i>		1516.66667	101.111111	4.9%	
<i>Training</i>		2008.33333	133.888889	6.4%	
<i>Other</i>		583.833333	38.9222222	1.9%	
Citywide Robbery	11	4091.66667	371.969697	17.9%	82.1%
<i>Vacation</i>		1508.33333	137.121212	6.6%	
<i>Sick</i>		91.6666667	8.33333333	0.4%	
<i>Holiday</i>		891.666667	81.0606061	3.9%	
<i>Training</i>		1266.66667	115.151515	5.5%	
<i>Other</i>		333.333333	30.3030303	1.5%	
District Detectives (Burglary)	25	11772.5667	470.902667	22.6%	77.4%
<i>Vacation</i>		4578.9	183.156	8.8%	
<i>Sick</i>		1575	63	3.0%	
<i>Holiday</i>		2316.66667	92.6666667	4.5%	
<i>Training</i>		1541.66667	61.6666667	3.0%	
<i>Other</i>		1760.33333	70.4133333	3.4%	
Total	134	57519.65	429.251119	20.6%	79.4%
<i>Vacation</i>		24373.8167	181.894154	8.7%	
<i>Sick</i>		2616.66667	19.5273632	0.9%	
<i>Holiday</i>		12691.6667	94.7139303	4.6%	
<i>Training</i>		12558.3333	93.7189055	4.5%	

<i>Other</i>		5279.16667	39.3967662	1.9%	
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Note: Only detectives assigned to the section for the full year, counted as detectives who were assigned to the section/unit in January and December of 2017, were included in this analysis. As Citywide Shootings was not an existing section in January 2017 but their detectives were generally part of the District Detective Section, detectives were counted if they were assigned to the District Detective Section in January 2017 and Citywide Shootings in December 2017.

Sources: BPD payroll leave data, January 1, 2017-December 31, 2017, and lists of officers and their rank who were assigned to each section/unit in January 2017 and December 2017.

Table 34 displays the breakdown of leave types taken by detectives assigned to each BPD investigative unit. The leave breakdown can provide each section and the department with an informed sense of the types and amount of leave that detectives are taking, although it should be noted that smaller units may display less accurate leave percentages due to the smaller number of detectives used in calculating averages. For example, as the Arson rate of time available for investigative duties of detectives was based on one detective, it likely cannot be used to generalize the rate for the unit, whereas Homicide, based on 47 detectives, is likely more accurate.

13.8 Baltimore Police Customer Service Survey

The Baltimore Police Department respectfully requests your feedback on the customer service levels that you receive. Your survey responses will represent the baseline for customer service feedback in anticipation of changes to occur within BPD under Commissioner De Sousa.

Responses are anonymous and the survey should only take a few minutes.

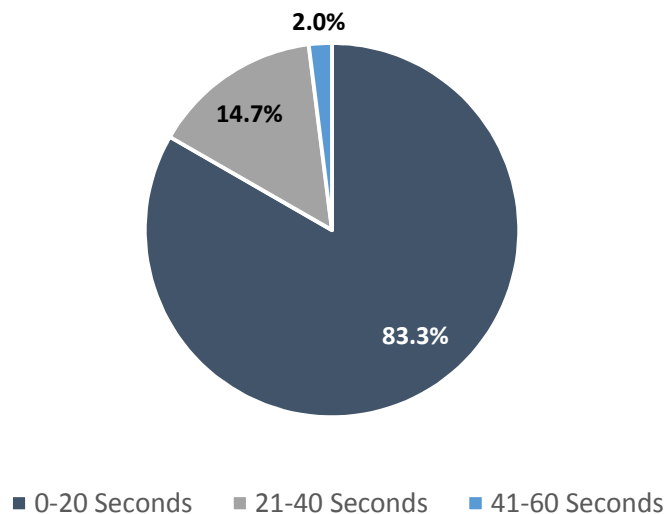
Thank you in advance for your participation.

Police Service Expectations

1. What is your expectation of the time it should take for the 911 phone line to be answered?
 - 0-20 seconds
 - 21-40 seconds
 - 41-60 seconds

What is your expectation of the time it should take for the 911 phone lines to be answered?

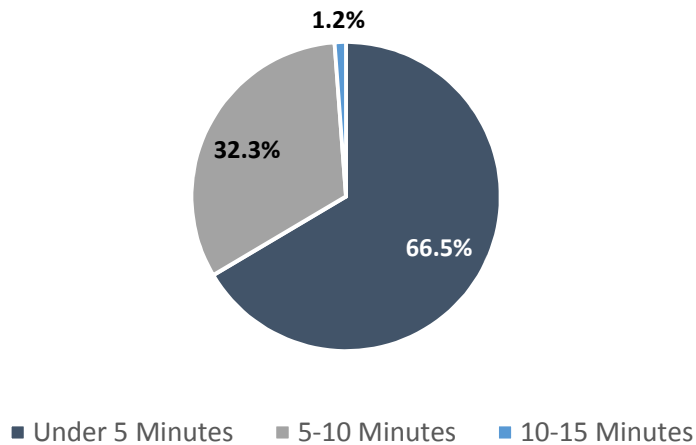
(400 responses).



2. What is your expectation of the time it should take for the BPD to respond to serious crimes, like shootings, aggravated assaults or robbery?
- Under 5 minutes
 - 5-10 minutes
 - 10-15 minutes

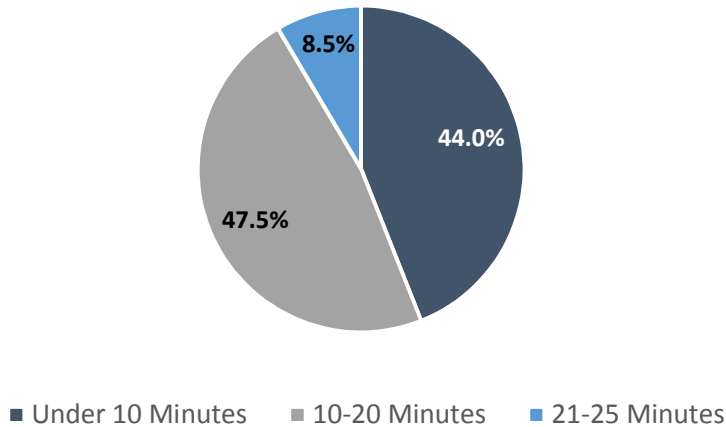
What is your expectation of the time it should take for the BPD to respond to serious crimes, like shootings, aggravated assaults, or robbery?

(400 responses).



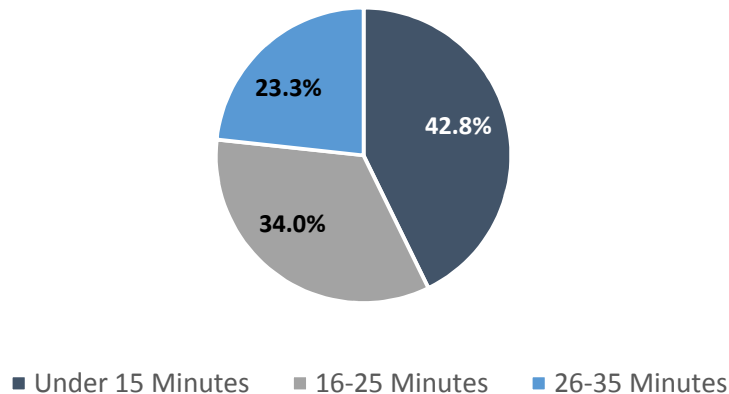
3. What is your expectation of the time it should take for the BPD to respond to calls such as neighbor/family disputes, missing persons, suspicious person, or drug activity?
- Under 10 minutes
 - 10-20 minutes
 - 21-25 minutes

What is your expectation of the time it should take for the BPD to respond to calls such as neighbor/family disputes, missing persons, suspicious persons, or drug activity?
(400 responses).



4. What is your expectation of the time it should take for the BPD to respond to calls such as destruction of property, larceny, or auto theft?
- Under 15 minutes
 - 16-25 minutes
 - 26-35 minutes

What is your expectation of the time it should take for the BPD to respond to calls such as destruction of property, larceny, or auto theft?
(400 responses).

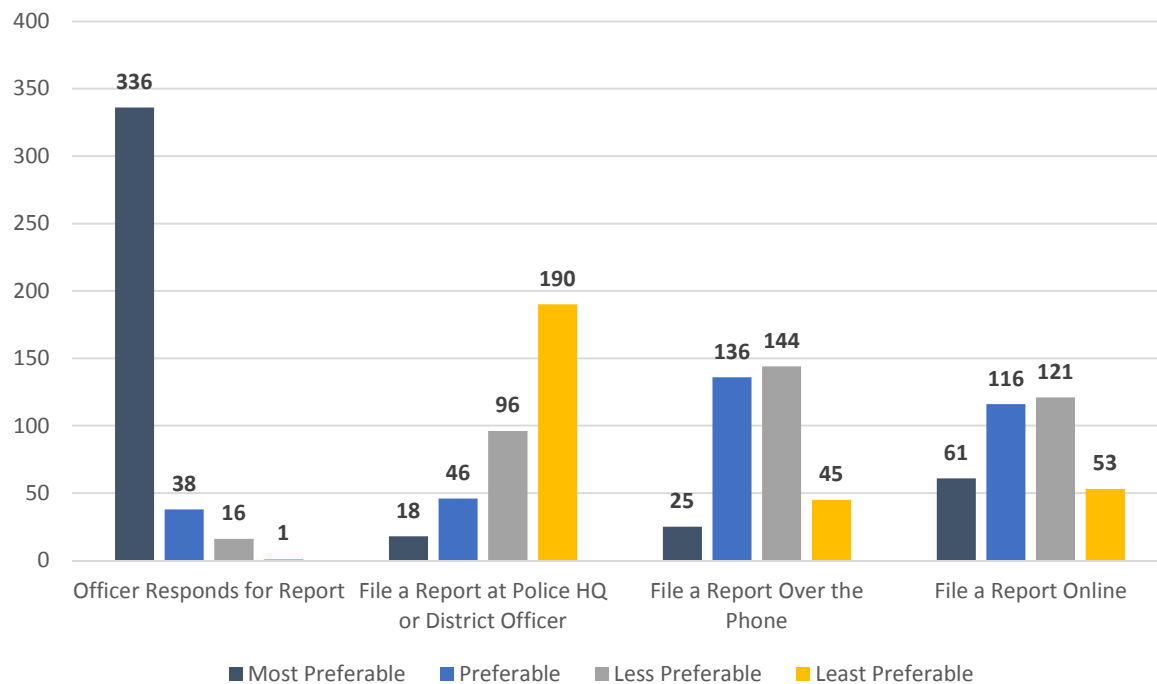


Filing a Police Report

5. With the following types of calls, what method would you prefer to use to file a police report? Please rank the following reporting methods on a scale of 1 to 4, with “1” being the Most Preferable option.

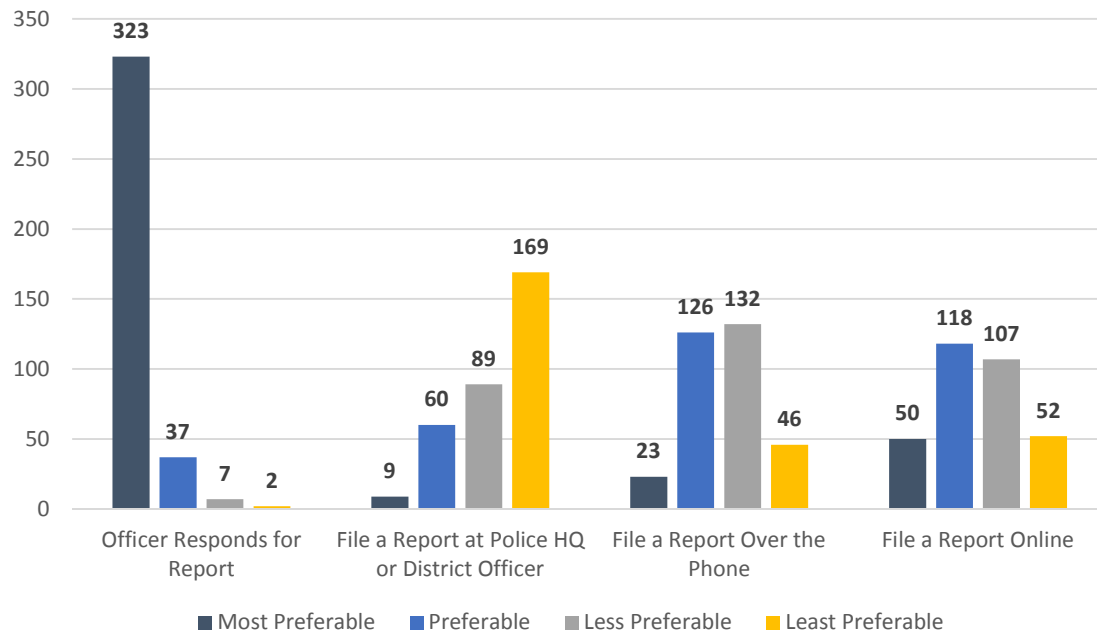
Residential Burglary

	1. Most Preferable	2. Preferable	3. Less Preferable	4. Least Preferable
Officer Responds for Report				
File a Report at Police HQ or District Office				
File a Report Over the Phone				
File a Report Online				

Residential Burglary

Business Burglary

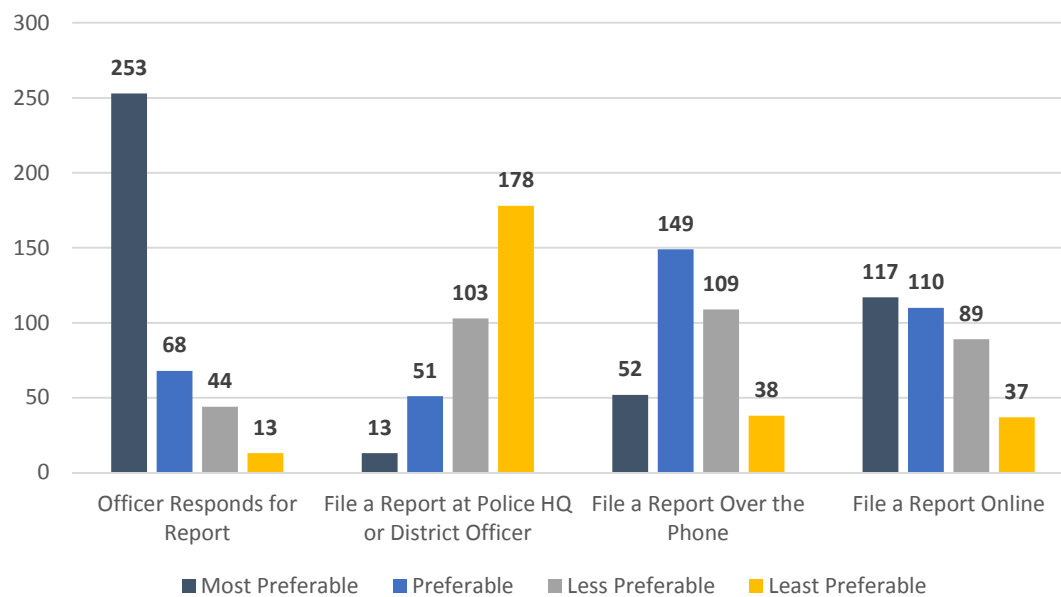
	1. Most Preferable	2. Preferable	3. Less Preferable	4. Least Preferable
Officer Responds for Report				
File a Report at Police HQ or District Office				
File a Report Over the Phone				
File a Report Online				

Business Burglary**Car Break-In**

	1. Most Preferable	2. Preferable	3. Less Preferable	4. Least Preferable
Officer Responds for Report				

File a Report at Police HQ or District Office				
File a Report Over the Phone				
File a Report Online				

Car Break-In

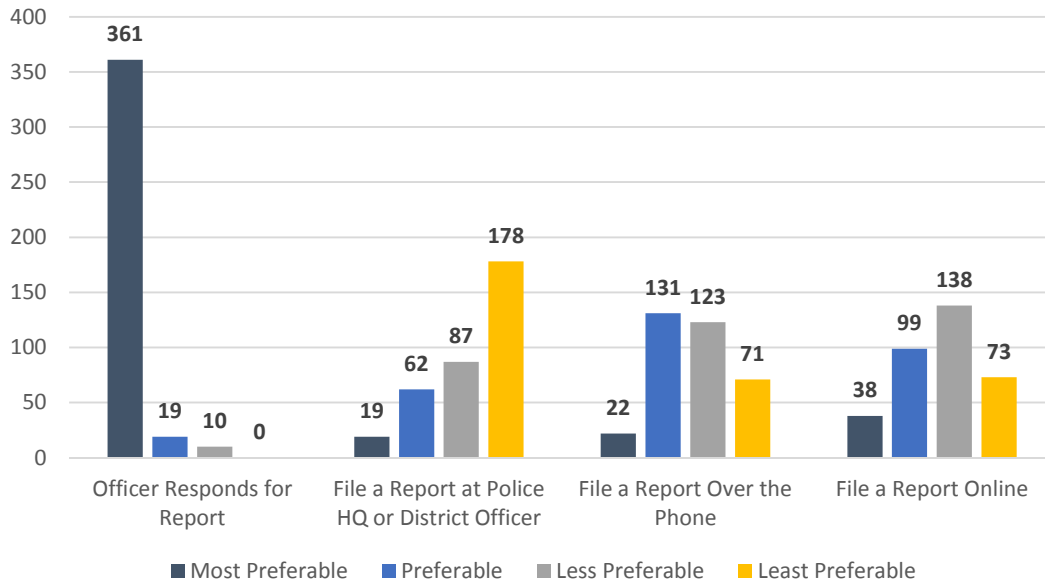


Simple Assaults

	1. Most Preferable	2. Preferable	3. Less Preferable	4. Least Preferable
Officer Responds for Report				
File a Report at Police HQ or District Office				
File a Report Over the Phone				

File a Report Online				
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Simple Assaults

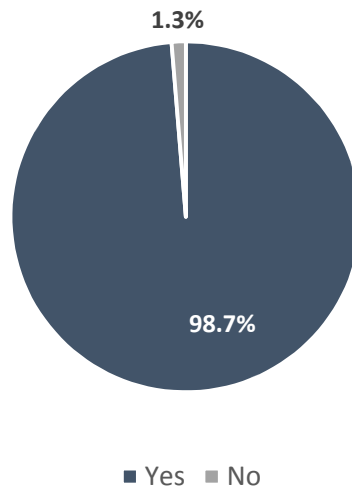


6. After you have filed a property crime report, would you like to receive notification of receipt and status of your case?

- Yes
- No

After you have filed a property crime report, would you like to receive notification of receipt and status of your case?

(398 responses).

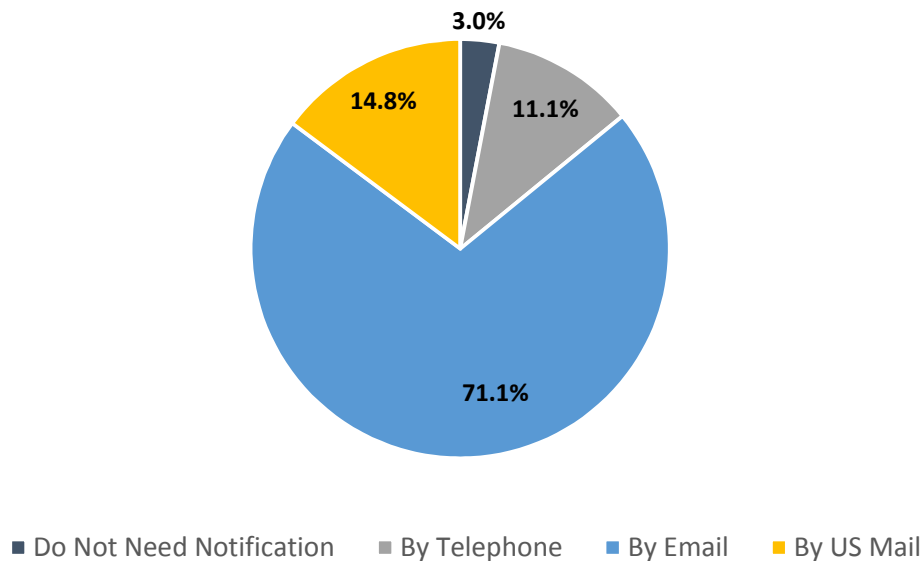


7. If so, how would you like to receive notification of receipt and status of your case?

- Do Not Need Notification
- By Telephone
- By Email
- By US mail

If so, how would you like to receive notification of receipt and status of your case?

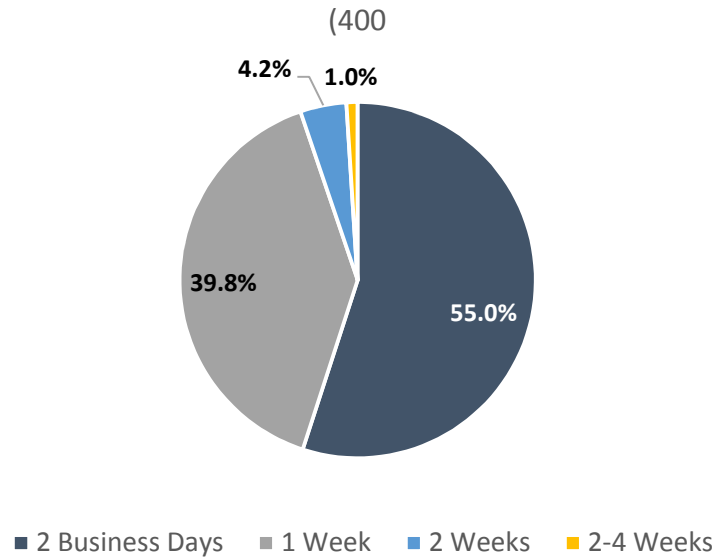
(398 responses).



8. Currently, it can take up to 10 business days (and \$10) from time of request to obtain a copy of a crime report. Upon your request as a victim, how long do you think it should it take the Police Department to provide you with a copy of your crime report?

- 2 business days
- 1 week
- 2 weeks
- 2-4 weeks

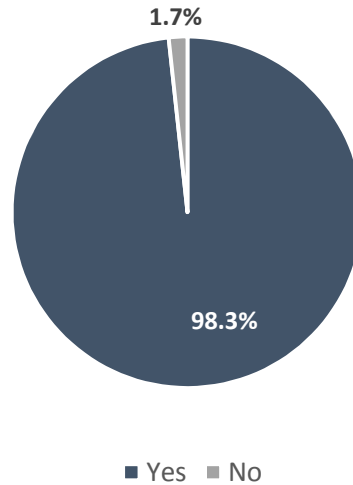
Currently, it can take up to 10 business days (and \$10) from time of request to obtain a copy of a crime report. Upon your request as a victim, how long do you think it should take a Police Department to provide you with a copy of your crime report?



Policing Strategy

9. Would you like to see more community policing and community engagement by police in Baltimore? This would include officer foot patrols in neighborhoods, police officers collaborating with community members to solve community issues, and regular, non-enforcement, personal interaction with police officers.
- Yes
 - No

Would you like to see more community policing and community engagement by police in Baltimore? This would include officer foot patrols in neighborhoods, police officers collaborating with community members to solve community issues, and regular, non-enfor

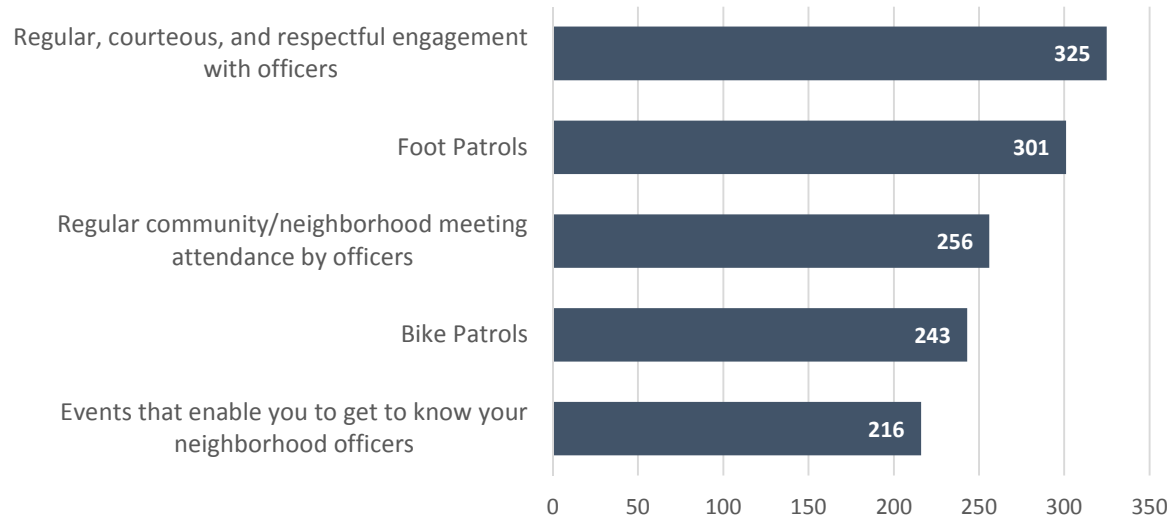


10. If yes, what type of policing strategies would you want to see?

- Regular, courteous, and respectful engagement with officers
- Foot Patrols
- Bike Patrols
- Regular community/neighborhood meeting attendance by officers
- Events that enable you to get to know your neighborhood officers
- Other...

If yes, what type of policing strategies would you want to see?

(Multiple responses).

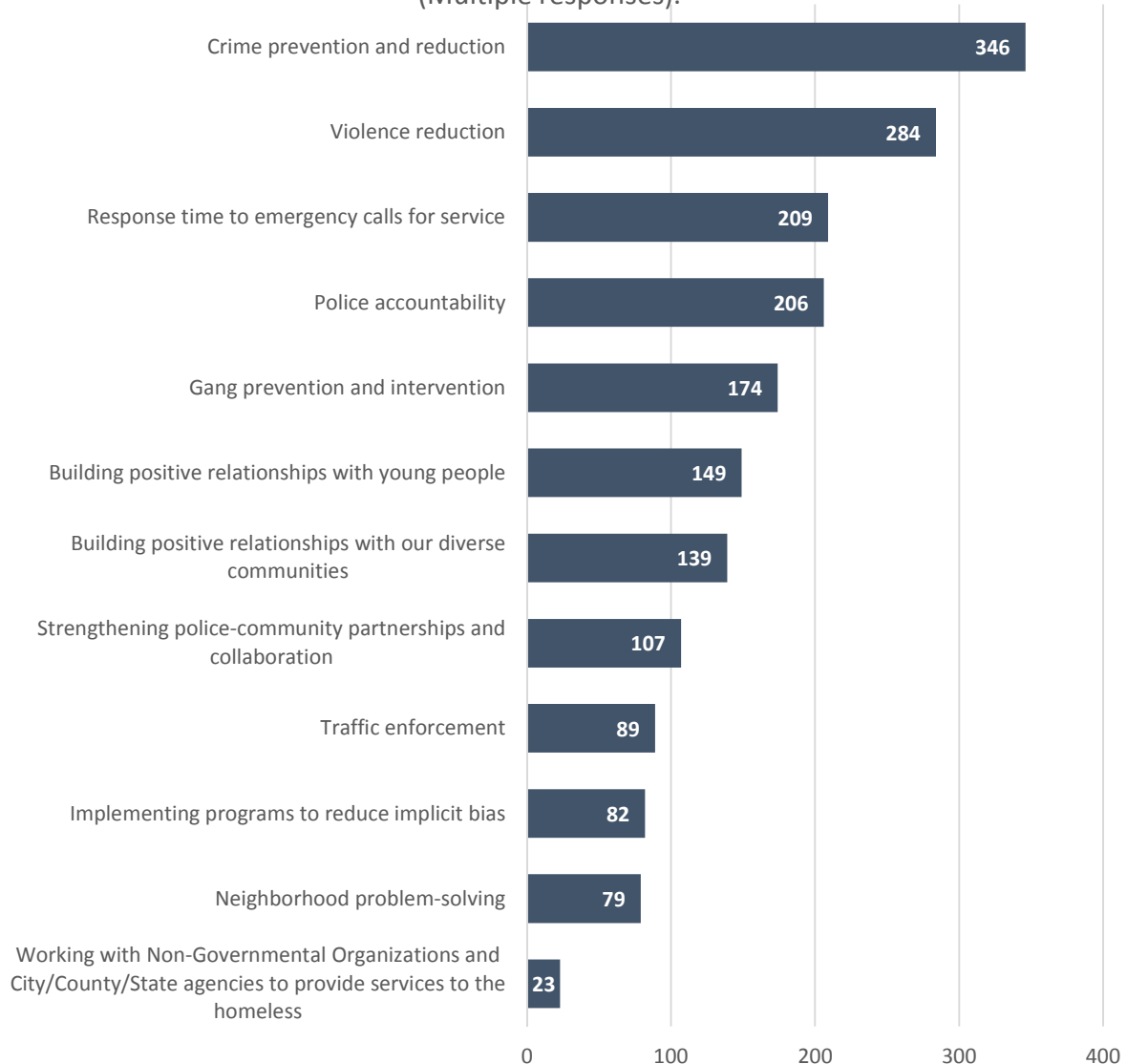


11. Community priorities are important to the Baltimore Police Department. Please select up to 5 of the potential priorities that you deem the “Highest Priority”

- Crime prevention and reduction
- Traffic enforcement
- Building positive relationships with young people
- Building positive relationships with our diverse communities
- Violence reduction
- Response time to emergency calls for service
- Neighborhood problem-solving
- Strengthening police-community partnerships and collaboration
- Working with Non-Governmental Organizations and City/County/State agencies to provide services to the homeless
- Gang prevention and intervention
- Police accountability
- Implementing programs to reduce implicit bias

Community priorities are important to the Baltimore Police Department. Please select up to 5 of the potential priorities that you deem the “Highest Priority”.

(Multiple responses).



12. What initiatives would you like to be pursued in the Baltimore Police Department to improve services to the community?

- Increased officer staffing levels responding to calls for service
- Increased community outreach and engagement
- Neighborhood-specific concerns and presence
- Crime prevention/reduction strategies
- Community policing
- Ensure that enforcement of all laws is done without bias

August 14, 2018

Page 187 of 188

Baltimore Police Department Staffing Study

- Other...

**What initiatives would you like to be pursued in the
Baltimore Police Department to improve services to the
community?**

(Multiple responses).

